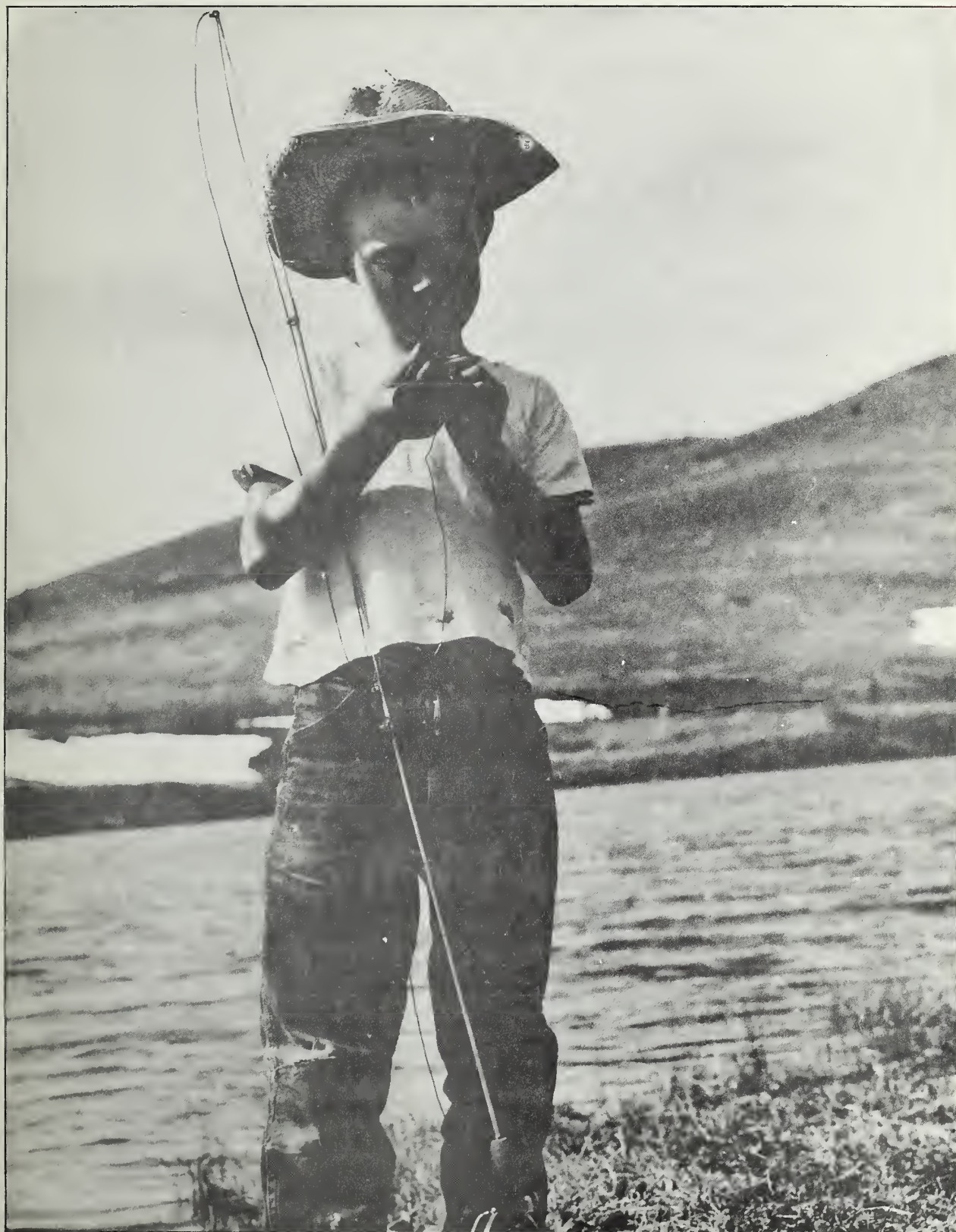


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MONTANA

STATEWIDE OUTDOOR RECREATION PLAN



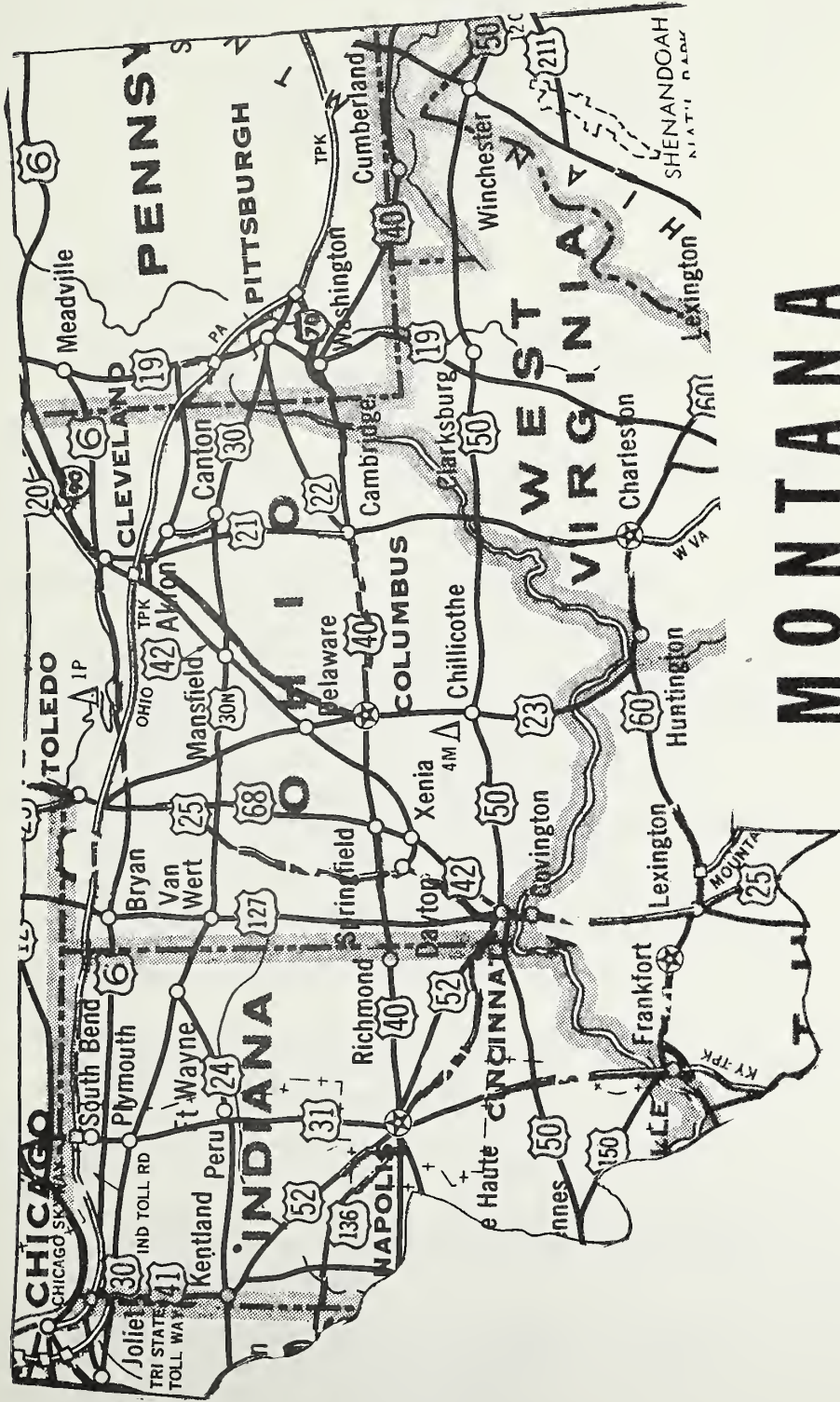
Montana Fish and Game Commission

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MONTANA

MONTANA STATEWIDE OUTDOOR RECREATION PLAN

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State of Montana
Office of The Governor
Helena 59601

FORREST H. ANDERSON
GOVERNOR

June 9, 1969

Mr. Lawrence Stevens
Acting Director
U. S. Bureau of Outdoor Recreation
Washington, D.C.

Dear Mr. Stevens:

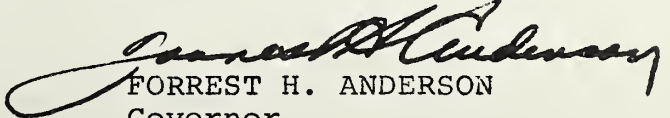
As Governor of the State of Montana, I take pleasure in submitting this document entitled "Statewide Outdoor Recreation Plan" for appropriate review and action by your agency.

I certify that this document is the official outdoor recreation plan for the State of Montana for purposes of the Land and Water Conservation Fund Act of 1965. I concur in the regional delineations employed.

This updated version of Montana's outdoor recreation plan recognizes the recreational potential of Montana and provides encouragement for all segments of society to conserve, improve and develop these resources. Implementation of this plan will provide guidance for a strong imaginative outdoor recreation program. I urge its acceptance.

I wish to express my sincere appreciation on behalf of the State of Montana for the cooperation and assistance of the Bureau of Outdoor Recreation on both a regional and national basis in the success of this program to date.

Sincerely,


FORREST H. ANDERSON
Governor



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State of Montana
Office of The Attorney General
Helena 59601

ROBERT L. WOODAHL
ATTORNEY GENERAL

June 18, 1969

Wesley R. Woodgerd, Chief
Recreation and Parks Division
Department of Fish and Game
Helena, Montana 59601

Dear Mr. Woodgerd:

I hereby certify that the fish and game commission is the state agency designated by law, sections 62-401 through 62-404, R.C.M. 1947, to represent and act for the state for the purpose of implementing the Land and Water Conservation Fund Act of 1965, Public Law 88-578.

Very truly yours,


Robert L. Woodahl
Attorney General

RLW:WNS:jc

STATE OF MONTANA



DEPARTMENT OF

FISH AND GAME

Helena, Montana

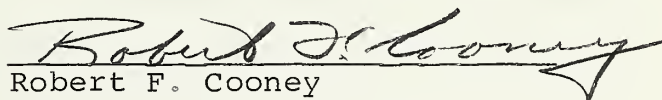
June 27, 1969

Mr. Lawrence Stevens
Acting Director
U. S. Bureau of Outdoor Recreation
Washington, D. C.

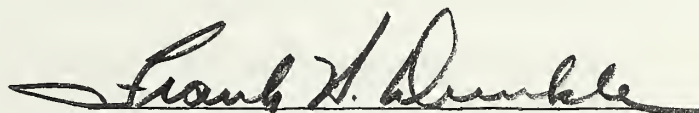
Dear Mr. Stevens:

Herewith is submitted the Statewide Outdoor Recreation Plan for your consideration and approval. This document was prepared to fulfill the requirements under the Land and Water Conservation Fund Act of 1965. The planning project was accomplished under Project No. 25-00001 and no other federal funds were involved.

Respectfully submitted,


Robert F. Cooney
State Liaison Officer

Approved By:


Frank H. Dunkle
State Fish and Game Director

RFC:jt

STATE OF MONTANA

Forrest H. Anderson	Governor	State of Montana
Hugh G. King	Chairman	Montana Fish and Game Commission
Joseph J. McCaffery, Jr.,	Vice Chairman	Montana Fish and Game Commission
Raymond E. Clausen	Member	Montana Fish and Game Commission
Joseph J. Klabunde	Member	Montana Fish and Game Commission
Robert H. Wilson	Member	Montana Fish and Game Commission
Frank H. Dunkle	Director	Montana Fish and Game Department
Keith A. Freseman	Deputy Director	Montana Fish and Game Department
Wesley R. Woodgerd	Chief	Recreation and Parks Division
Robert F. Cooney	Assistant Chief	Recreation and Parks Division
Ashley C. Roberts	Assistant Chief	Recreation and Parks Division
Elnor H. Thompson	Project Planner	Recreation and Parks Division



State of Montana
Office of The Lieutenant Governor
Helena 59601

THOMAS L. JUDGE
LIEUTENANT GOVERNOR

PREFACE

Montana is in a stage of growth and development that was passed through many years ago by states like New York and California.

Therefore, we have the opportunity to view the results of unplanned growth. These results are congestion, decay and pollution.

We in Montana are not immune from these problems. Already we see evidence of overcrowding at state and local recreational areas.

If we are to protect our natural beauty, wildlife and environment, we must use the time we have left to plan for the recreation needs of future generations. These needs will only be met by striving for a quality environment, by developing parks and recreation areas, by sound planning and conservation practices.

We need the cooperation of federal, state and local government, civic organizations and private enterprise.

The plan hereby presented is not a definitive document that offers solutions to all problems. Hopefully it will provide a degree of guidance for future actions.

If these objectives are reached the work of many will not have been in vain.

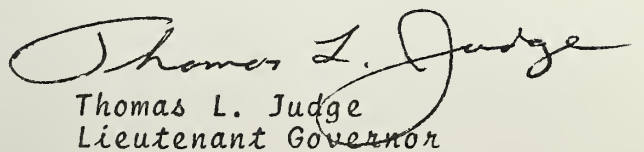

Thomas L. Judge
Lieutenant Governor

Figure 1.

1 - Northwest 4 - North Central 7 - Southeast

MONTANA PLANNING REGIONS

1 - Northwest	4 - North Central	7 - Southeast
2 - West Central	5 - South Central	
3 - Southwest	6 - Northeast	

Statement of Objectives

Montana possesses innumerable outdoor recreation opportunities. It has many of the purest lakes and streams in the United States, world famous fishing and hunting, unsurpassed scenery, and an uncrowded spaciousness which defies adequate description. Because of Montana's rich recreational endowment, it has retained its popularity for outdoor enthusiasts for generations.

Now, with expanding population, increased leisure and income and vastly improved transportation networks, many of Montana's recreational values are threatened. Road construction and industrial wastes have at times damaged streams. Campgrounds are often overcrowded with a subsequent loss of recreational values to campers. Timber management practices, particularly clear cuts, detract from aesthetic values in some areas. Water quality is threatened in some areas by return flows from irrigation. The list of hazards to the outdoor environment is long and growing. Thus, the heavy demands of users coupled with conflicting goals make it imperative that long-range planning be instituted to protect the relatively fragile physical environment while maximizing the enjoyment of participants in outdoor recreation.

Land and facilities for outdoor recreation are not generally obtained within short time periods. Frugal investment of limited capital resources requires careful planning based upon factual data or other evidence of its greatest potential productivity. The future quality of outdoor recreation in Montana is determined by the decisions made today. Montana still has the opportunity to preserve and enhance a natural environment that was lost long ago in more populous states. But, such preservation and enhancement cannot be expected from uncoordinated actions. Instead, they can come only from a statewide outdoor recreation plan concurred in by all federal, state, local and private agencies controlling the state's recreational resources, and by other interested participants. This revision of the Statewide Outdoor Recreation Plan has been prepared to provide broad guidance in development and implementation of Montana's outdoor recreation programs. Its goal is action to provide residents and nonresidents with satisfying outdoor recreation experiences.

A further objective of the plan has been to focus attention on the recreational responsibilities of the various public agencies at the federal, state, county and community levels, as well as those of private enterprise. If a statewide program

to provide adequate and balanced outdoor recreational opportunities is to be achieved, careful coordination is essential to avoid duplication of effort and to take full advantage of the capacities of each sector.

Scope

The Statewide Outdoor Recreation Plan is broad in scope. It is oriented to the present and to the future, with a special emphasis on the long-range view. It is a general plan, focusing upon the more significant trends and needs and upon policies devised to guide development as set forth in its action program.

All significant natural resources of the state have been considered, as has the outdoor environment in general and the recreational environment in particular. The broad spectrum of all outdoor recreation activity has been reviewed and planning has been initiated to bring about the most appropriate recreational use of natural resources. Recreational needs of future generations as well as the present have been recognized lest the dramatic and urgent needs of today overshadow our responsibilities for the preservation of our unique outdoor heritage.

The needs and values of people from all walks of life have been considered. The aged, the very young, those with limited incomes, the handicapped, and the urban dweller have all received thoughtful attention to their special circumstance.

The plan is action oriented. Recommendations are presented to guide the developments of all agencies in reaching the goal of adequate and appropriate outdoor recreation opportunity.

Participation in the Planning Process

The Montana Fish and Game Department has been charged in the Revised Codes of Montana, Statute 62-403, with the responsibility of preparing the Statewide Outdoor Recreation Plan. However, cooperation and broad participation among public agencies and private groups and individuals have been a major element of the recreational planning in Montana. Involvement by various agencies and groups was emphasized in the fall of 1964 by the appointment of the Governor's Outdoor Recreation Advisory and Planning Committee, which was established by Statute 62-404, Revised Codes of Montana.

Both state and federal agencies have contributed to the preparation of current and previous statewide plans. Land management agencies at both levels of government have supplied inventories of their resources and facilities for recreation, together with a summary of their role and responsibility in the provision of recreation opportunity. State and federal

agencies that administer significant programs which have a bearing in some way on outdoor recreation have also provided statements and information relative to their obligations and contributions. The contributions of the above mentioned agencies are contained in the outdoor recreation inventory in a subsequent section of the plan.

County and municipal governments have likewise contributed information for the current as well as previous plans. In 1969, an extensive and detailed questionnaire was mailed to all incorporated municipalities and county governments to gather the supply of resources and facilities at the local level. Local governments responded with comprehensive information in this regard.

Montana State Soil and Water Conservation Districts, with the cooperation from the United States Soil Conservation Service, have prepared an inventory of recreation facilities of the private sector. The inventory is useful in appraising the role of private enterprise.

Since the beginning of the planning program, an effective relationship has been maintained with the Montana State Rural Areas Development Committee. This broadly representative committee has been helpful in obtaining a cross section of opinion regarding the state's recreational needs and problems. A similar working relationship has existed with the State Technical Action Panel and its associated county units.

The Montana Conservation Council, the Montana Wildlife Federation, and the Montana Wilderness Association have also provided helpful information and assistance.

Representatives of the University of Montana have contributed generously of time and experience in the development of the plan. Interest in Montana's recreation planning has been frequently expressed by the Governor and state legislative assembly. During the 1969 legislative session, a number of laws affecting the state's recreation programs and planning were passed.

The attorney general and his staff have also aided materially in rendering legal assistance and opinions pertaining to the state's recreation program.

A frequent exchange of information between Montana and the various states has been appreciated by Montana personnel engaged in recreation planning. The Bureau of Outdoor Recreation, both at the regional and national levels, has assisted with information of numerous types.

It is anticipated that, following publication of the present plan, meetings will be held with many segments of Montana society and governmental agencies to promulgate the plan and to elicit suggestions and assistance in future planning

activities. Such meetings should be valuable in assuring that a high degree of coordination and cooperation will exist between various recreation programs and activities.

Maintaining the Statewide Plan

In a world of rapid change, effective planning must of necessity be a continuing process. While the planning process will at intervals provide the base for appropriate actions to meet outdoor recreation needs, the information which goes to make up this broad base is in need of constant review. Not only must the planning program maintain current data on demand, supply and needs, but it must also be designed to reveal hitherto unforeseen problems and opportunities. The maintenance of the statewide plan, therefore, will require the establishment of systematic procedures for assembling and disseminating basic information for review.

The supply of recreation facilities, the nature and quantity of demand, and the availability of resources to supply these demands--all are subject to continuous change. The respective inventories consequently must be periodically renewed. The inventory of local government recreation facilities will be handled by contact with these agencies at periodic intervals. Preferably, information will be acquired on an annual basis. The existing inventory information which was obtained as a result of past surveys will be returned to the respective agencies for updating of desired information.

Inventory information from federal agencies will continue to be collected, also, preferably on an annual basis with much the same procedure as used for local government concerns. Because the county is the building block of the planning regions, federal information will be compiled on that basis. A reasonably uniform method of reporting on facilities and resources will be derived in order to make the information more meaningful on a comparative basis. Inventory information from state agencies will be updated periodically utilizing county classifications as components of the planning regions.

Obtaining data from the private sector in outdoor recreation will require assistance from several sources. It is anticipated that county technical action panels, which are made up of representatives of many public agencies, will be a continuing source of information in this area. In all regions of the state, field personnel of the State Fish and Game Commission will be able to maintain current information for ready inclusion in the plan.

An objective of the continuing planning process is the establishment of a system for consistent reporting, storage and retrieval of information pertinent to the planning program. Extensive inventory data are more valuable when they are readily retrievable; therefore, information will be prepared for storage in a statewide data bank. The State Fish

and Game Commission will serve as the central agency providing various types of recreation information for the central statewide storage system.

The demand for outdoor recreation is difficult to assess accurately and to comprehend. While demand for certain traditional activities will continue for the foreseeable future, it is recognized that there may be a shifting emphasis as new recreational pursuits emerge and demand for established activities change. Continuing studies of demand will, therefore, be necessary in order to determine secular trends and to assess current changes as they occur. Factors which affect demand need to be identified. Personnel from the Montana University System will be called upon for consultation and assistance.

To determine the impact of nonresident demand as it increases throughout the state requires continuous monitoring by the planning agency. The State Highway Commission, through its traffic and visitor surveys and through its travel promotion program, will be able to provide relevant tourist information.

Two aspects of information about natural resources used to supply recreation demands are particularly important. They are: (1) determination of the total quantity of land available for recreation, and (2) assessment of design capacity of the resource to provide for specific types of recreation. The total capacity of the resource to supply recreation is an unknown quantity at this time. The concept of design capacity in relation to total capacity must be made known to all agencies concerned before meaningful results can be achieved.

Information about methods for implementing programs will be continually reviewed and compiled. Interest here will be centered upon appropriate federal programs, federal and state legislation, standards and policies of public agencies.

During the continuing planning program, a function of the state agency will be encouragement of citizen participation in the planning process. A further function will be the use of the plan to influence recreation action to the maximum extent possible.

As the comprehensive plan for the state of Montana is developed, the statewide outdoor recreation plan will become an integral part of the total concept. The interim planning program will be correlated with activities of the Montana State Planning and Economic Development Agency.

Planning for a total environment of optimum quality is a comparatively recent concept and, therefore, the approach in this area takes on a pioneer aspect rather than one of plan maintenance. To achieve the desired environmental state, explicit concepts of an optimum quality environment must be formulated and subsequently, disseminated to the citizenry. To achieve environmental quality, a system with methodology for assessment and study of the quality of environment must be devised along with establishment of procedures to implement action.

SUMMARY OF FINDINGS, POLICIES, AND RECOMMENDATIONS

The needs of the outdoor recreationist are extensive and varied. In some categories these needs may be measured in terms of the facilities required while other categories defy measurement by any procedures yet devised. Driving for pleasure for example, one of the most popular of all forms of activity, cannot be quantified with respect to either demand, or to supply of facilities needed to meet the demand.

State government thus plays a central role in fulfilling



The family in a natural environment provision for recreation of this kind is the essence of responsibility for public agencies at all levels of government. (U.S. Forest Service photo)

needs which may be concretely defined in some aspects and yet may be nebulous in others. The state must be concerned with the quality of the environment, not only because of its innate value, but because it is also the base for all outdoor recreation opportunity. Through legislative action and its complex system of boards, bureaus, and commissions, the state must attempt to legislate and enforce the necessary statutes.

Legislative acts are further enforced by rules and regulations promulgated by state agencies. Through the

years there has evolved a system that is strong and adequate in some instances and weak and ineffective in others.

Legislation which is pertinent to some aspect of the environment is summarized below, emphasizing such elements as standards, or the measure of control embodied in the act.

Water quality is in some measure assured by legislation granting various authorities to the Water Resources Council, the State Board of Health, the Fish and Game Commission, and other agencies. Water quality standards have been established by these acts, and effluents from sources of pollution are thus monitored before discharge into stream channels.



A deep feeling for undisturbed, natural environment becomes an absorbing part of a trail ride through one of Montana's spacious wilderness areas. (U. S. Forest Service picture)

environment including the protection of rare and endangered species is accomplished through authority granted the Fish and Game Commission.

Recreational use of natural resources is provided through the actions of a number of state agencies. Permanent access for the benefit of both present and future generations is assured by the establishment of designated areas to be held in the public trust. These areas provide in some instances for active physical use of the resource and in other situations for the enjoyment of the highly unique examples of scenic, geologic, or physiographic areas.

Legislation governing the disposal of solid waste materials and adequate treatment of sewage is administered by the State Board of Health. Water quality is thus further protected and the potential for visual pollution of the landscape is lessened to some degree.

Surface disfiguration of the landscape takes many forms and considerable additional legislation is needed. The potential for permanent disfiguration as a result of certain operations is lessened to some degree by the provisions of the Dredge Mining Regulation and Land Preservation Act which is administered by the State Board of Health. The restoration of strip mined areas is administered by the Bureau of Mines under a system of voluntary controls with the objective of returning the land surface to a useful condition.

The alteration of natural stream beds by state and local government agencies is controlled under the Stream Preservation Act administered by the State Fish and Game Commission.

The management of the fish and wildlife resources as elements of the natural

The Office of the State Forester makes available to the public extensive areas of natural environment for general outdoor activity. The Water Resources Board provides for surface use of numerous irrigation reservoirs, thus affording extensive areas of water-oriented recreation activity. These areas contain potential for further enhancement of the recreational opportunity through more adequate development of facilities.

The major role in the provision of outdoor recreation opportunity is assumed by the State Fish and Game Commission. The commission administers the state park system, which includes the responsibility for the restoration and preservation of historic sites. Also under their administration is the state recreational waterway system which provides for the protection and recreational use of major free flowing streams, and the fishing access site acquisition and development program which provides fishing opportunities at prime fisheries.

There remains much more to do to keep up with the rapidly developing needs of outdoor recreation and assure the maintenance of an outstanding natural environment.

Strong air pollution controls are needed. Although air quality problems are not common over the state, this is the time to assure their solution and prevention. Adequate controls concerning the use of herbicides and pesticides are urgently needed. The assurance of adequate restoration of all surface mined lands should be provided by more complete legislative controls. Legislative enactment declaring recreation and fish and wildlife as beneficial uses of water should be undertaken. Adequate financing for recreation programs, including operation and maintenance, has been a serious problem. Gains have been made, but more complete funding will be essential to assure solutions for needs expressed in this plan.

New programs are being considered. A current plan for the development of lakes associated with highway construction in eastern Montana will provide needed water based recreation. This joint program which is being investigated for action should serve as a model for similar coordinated interagency projects. Adequate funding is recommended to assure that historic sites are appropriately recognized and preserved.

The increasingly popular recreational use of snowmobiles will necessitate adequate regulations and also, provision of designated trails and areas to assure a maximum of pleasure with a minimum of conflict with other uses. Additional regulations are recommended to assure appropriate recreational use by all vehicular equipment on public lands in order to assure the protection of the environment and avoid conflicts with other forms of outdoor recreation.

The newly enacted conservancy districts legislation is expected to emphasize the role of recreation as one of the important multiple uses of water.

The State Council on Natural Resources and Development is becoming increasingly interested in Montana's outdoor recreation programs. The increased concern of this council adds to full understanding and appreciation of outdoor recreation programs.

The duties and responsibilities of the state game warden force have been broadened to encompass control of vandalism on private lands and to include work as ex-officio fire wardens. It is expected that this legislation will aid in allowing public recreation on lands formerly closed because of littering, vandalism or fire.

The Federal Government in Montana, with nearly a third of the state's lands under its jurisdiction has a tremendously important role both in the provision of recreational facilities, and in the maintenance of a high quality environment.

Recreational facilities on these extensive areas generally are of national significance. Federal agencies are concerned with the enjoyment by the general public of a broad variety of activities which are dependent upon the natural resources and the quality of the environment.

Federal agencies play an important role in providing technical assistance, funding and in some cases, enforcement functions regarding recreational usage. In matters of environmental concern, the Federal Government works closely with state and local agencies.

Counties and cities have been given legal authority through which they may provide for recreation needs within areas of their particular jurisdiction. With them, as with other levels of government, high standards of quality are expected to be maintained. In the urban areas where particularly heavy use pressures are frequently encountered, special emphasis on health standards must be maintained. The environment, even if in some cases dominated by man-made facilities must also be of high quality and pleasing design.

A significant amount of Montana outdoor recreation is provided through the facilities and efforts of many types of private enterprise, including concession programs. The quality of the services rendered and the environment maintained at this level also is of critical importance in the provision of enjoyable recreation experiences. The state maintains supervision over health standards through the State Board of Health and the recently organized Montana Council on Human Resources and Comprehensive Health Planning.

At the federal level of government, concern for the total environment has been expressed in the formation of the Environmental Quality Council at the Cabinet level. This reflects not only federal concern, but the changing attitudes of the general public. The problems facing the council and the nation at large, are serious in the extreme. Resolving these problems will require the utmost in cooperation at every level of government together with the participation of citizens everywhere.

Because concern for the environment on a nationwide scale is a relatively recent development, the courses of action have not been defined. While the goal is clearly a livable environment for all, the methods of achieving this remain to be determined. It is recommended, therefore, that one of the initial approaches to this problem should consist of the formulation of criteria to define and assess aspects of quality of the environment. This should be done in order to provide comparable methods for use throughout the various levels of government.

State and local agencies in Montana should unite in their efforts and enlist the aid of all the citizens to preserve the outstanding environment which exists. The potential for Montana to serve as a model for other parts of the nation should be kept in mind.

STATE CHARACTERISTICS WITH REFERENCE TO OUTDOOR RECREATION

The state of Montana, fourth largest in size in the United States, has an extreme east-west length of about 550 miles and a north-south width of 275 miles. Its northern border, the 49th parallel, separates it from the Canadian Provinces of Saskatchewan, Alberta and British Columbia.

Montana is essentially an "outdoor state" with few metropolitan areas and a great deal of open space and beautiful scenery. Many factors combine to lend Montana's outdoor recreation a distinct quality justifying its position as a major attraction to a rapidly increasing number of visitors. Variety is one of the most important of these assets.

Topography

From the standpoint of topographic features and related scenery, Montana is most fortunate. The rugged Rocky Mountain system dominates the western half of the state. Here are found a multitude of mountain crests, running well above timber line. Intermingled canyons and valleys hold clear, cold streams, rivers and lakes. The majority of national forest lands, with a vast opportunity for camping, picnicking, hunting and fishing, are found in this mountainous section of the state. Here also is Glacier National Park and that portion of Yellowstone within the boundaries of Montana. In this area scenic drives, camping, picnicking, wilderness hikes and pack trips, trout fishing, hunting of mountain game and nature photography make up important recreational activities. Visiting old "ghost towns", reminiscent of a vivid epoch of Montana's past, is also increasing in interest. Skiing, skating, ice fishing and snowmobiling are among the popular winter sports.

Eastward, the mountains give way through foothills to rolling prairies and rugged breaks and badlands along the rivers and stream courses. The Missouri, Yellowstone, Musselshell and Milk Rivers dominate this vast area. Here the vivid history of the livestock industry lingers with the ranches and open range lands of today. The symmetrical patterns of grain fields stretch in many areas to the horizon to add charm and scenic variety to this portion of the state. River trips, horseback riding, scenic drives, nature photography, rock hounding, farm and ranch vacations, river, lake and reservoir fishing, spectacular hunting opportunities in the fall, as well as skating and informal

snow play during the winter months are among the outdoor activities enjoyed in the spaciousness of eastern Montana. Public domain lands, administered by the Bureau of Land Management, are widely scattered throughout this region adding opportunities for recreational enjoyment.

In the southwest, forming the natural boundary between Montana and Idaho, are the Centennial and Beaver-



Families cherish a lifetime the experiences gained in western Montana's out-of-doors. (U. S. Forest Service picture)

Relaxation and room to roam is provided by eastern Montana's spacious prairies, sweeping river valleys and pine-clad hills. (U. S. Forest Service picture)



head Ranges; in the west the lofty Bitterroots thrust their saw-toothed peaks and ridges skyward from the Bitterroot Valley. To the north mountainous territory continues as the Cabinet Range and Purcell Mountains also outline the state's western border. North of the Bitterroot Valley is the Flathead Valley and Flathead Lake (second largest natural freshwater lake west of the Mississippi, twenty-eight miles long and from five to fifteen miles wide), the Mission Range, and Glacier National Park. Stretching east and southeast into the Yellowstone National Park area and forming the eastern boundary of the region are the Lewis Range, Big and Little Belt Mountains, the Crazy Mountains, and the northern end of the Absaroka Range.

Lakes and Streams

Montana has more than 1,500 lakes and approximately 15,000 miles of fishing streams, including thirty-one major rivers. In addition, there are a great many man-made reservoirs. Many of these provide fishing. Wherever there is water of sufficient size, boating and water skiing are popular.

Lakes

Most of Montana's natural lakes are in the Rocky Mountain region. Flathead Lake is southwest of Glacier Park. Others include McDonald, Kintla, Bouman, Mary Ronan, Two Medicine, Placid, St. Mary's, Big Salmon, Seeley, Swan and Whitefish, as well as many others, most of which are popular with recreation users.

Streams

Montana has three major drainage systems within its borders. West of the Continental Divide is the Columbia River drainage basin; east of the divide, drainage is by way of the Missouri-Mississippi Rivers into the Gulf of Mexico. From portions of Glacier Park and Glacier County, streams drain via the Belly and St. Mary's Rivers into Hudson Bay.

The Clark Fork is the principal drainage in the Columbia River Basin. Its tributaries are the Bitterroot River, the Big Blackfoot, and the Flathead. In the Missouri Basin, principal rivers are the Missouri and Yellowstone. The Missouri is formed by the confluence of the Jefferson, Madison and Gallatin Rivers at Three Forks. As it flows northeast, water from about ten major tributaries increases the volume of the Missouri.

Reservoirs

Montana's abundant supply of water represents one of its greatest resources. Development of this water resource has been carried on by federal and state agencies as well as by private industry.

Federal projects are generally multipurpose, providing for a combination of power production, navigation, irrigation, flood control, and recreation. Major federal projects in Montana are Hungry Horse Dam on the South Fork of the Flathead River near Columbia Falls; Canyon Ferry Dam on the Missouri near Helena, and Fort Peck on the Missouri. Fort Peck is the largest earth-filled dam in the world. On both the Fort Peck and Canyon Ferry projects special provision was made for recreation facilities in the multipurpose plans. Yellowtail Reservoir on the Big Horn River has also been designated as a national recreation area.

Private projects (for the most part developed by the Montana Power Company) are also playing an increasingly important role in the provision of outdoor recreation.

Land Ownership

Total land area of Montana is 147,138 square miles (94,168,320 acres). Of these, 1,260 square miles are water. Approximately thirty percent of this land is owned by the Federal Government.

Climate

Montana's large area and great differences in elevation result in a highly diverse climate, with a wide temperature range. The average July temperature for the state is sixty-eight degrees; the average in January, about nineteen degrees.

West of the divide, the climate is of the north Pacific coast type; to the east, it is much colder. Mountains protect the western part of the state from the cold arctic air masses which produce low temperatures in the eastern portion. These cold temperatures, however, even east of the mountains, are frequently tempered by warm air currents known as "chinooks" which come from the west or southwest.

A consequence of its interior position and of the mountain mass to the west, is the rather small amount of precipitation that falls in the state. The average for the state is fifteen inches, with the western region getting about eighteen inches and the eastern region thirteen inches.

Because of brisk winter temperatures and frequent heavy snows, mountainous portions of Montana offer excellent winter sports opportunities.

Winters are fairly long, starting usually in late November and lasting well into March. Crisp, predominately clear weather, coupled with a good snow cover and exceptional scenery on the higher mountain slopes, has made skiing a major sport in Montana and one of increasing interest to visitors from neighboring states. With the rapidly growing interest in winter sports and increased facilities, it is expected that winter sports will play a major role in extending Montana's outdoor recreation season to a year-round program.

Winter fishing on an increasing number of lakes and rivers presents a popular outdoor activity for sportsmen and family groups.

Snowmobile trips from West Yellowstone into the Old Faithful area in Yellowstone National Park are becoming an increasingly popular winter activity. Unusual opportunities for photography and sighting of game in deep snow conditions are highlights of this winter outing. Snowmobile races and other competitive events attract thousands of visitors to this area.

With the mild days of early spring, driving for pleasure coupled with hikes and photography bring Montana residents out-of-doors in large numbers. Sighting of young animals, large flocks of snow geese, swan and other waterfowl returning through the state in the spring, and growing vegetation all make this a pleasant period for enjoyment of the out-of-doors. Summers that tend to be warm during the day with cool nights are ideal for camping, picnicking and other outdoor recreation activities. The variety of Montana's summer outdoor activities coupled with a pleasant environment is building up an increasing number of participants. The development of additional facilities, particularly those having to do with camping opportunities, could add much to the volume and pleasure of summer outdoor recreation in Montana.

Fall, introduced by zestful Indian summer days with a splash of frost--turned color--often followed by colder weather and tracking snow--finds sportsmen seeking Montana's out-of-doors by the thousands. Elk, deer, mountain sheep and goats, as well as moose, black and grizzly bears, represent the game of the mountain country. Large numbers of antelope and deer predominate on the prairies and along the river breaks of eastern Montana. Mountain and prairie grouse are native standbys of the game bird hunter. These have been augmented by wild turkeys and ring-necked pheasants, as well as Hungarian and chukar partridges, species that have responded well to introduction.

Two major waterfowl flyways cross the state. The presence of ducks and geese add further variety to fall outdoor activities.

History

Montana was claimed by the French as part of the Mississippi Basin in 1682, long before it was seen by white men. It was fifty years later that the first French fur traders, the Verendryes, appeared in the area.

By secret treaty of 1762, France ceded to Spain a great area known as the Louisiana Territory, of which present Montana was a part. It was retroceded to France in 1800, only to be sold by Napoleon to the United States in 1803.

Lewis and Clark were dispatched by President Thomas Jefferson in 1804 to explore the northern and western portions of the purchase. Montana's first trading post was built a year later by a fur trader. He was followed by many other fur traders and mountain men using the Missouri River and its tributaries as their highway.

Father DeSmet, Jesuit missionary, began evangelical work among the Flathead Indians in 1840. In 1841, the first permanent white settlement, St. Mary's Mission, in the Bitterroot Valley, was founded.

In 1862, a rich gold strike at Bannack brought a rush of prospectors, followed by similar strikes at Virginia City and Helena (Last Chance Gulch), bringing more gold seekers. These and other areas became busy mining camps.

Montana became a territory in May, 1864. Bannack was made the first capital, but later it was moved to Virginia City and within ten years was moved again, this time to Helena. Montana was admitted as a state in 1889, being forty-first in the Union.

The great cowboy era, with which much of the romance of the state is associated, began in 1866 with the arrival of the first herd of longhorn cattle trailed in from Texas.

Growing intrusions of white men into the Indians' homeland, the slaughter of buffalo and problems regarding treaties brought on the Indian wars of the 1860's and 1870's. These Indian troubles, which for years brought harassment to isolated sections and wagon routes, reached a climax in the Battle of the Little Bighorn River in 1876 when the entire command of General George Custer was wiped out. A year later, major Indian battles ended with the Battle of the Bear's Paw in northcentral Montana when Chief Joseph and his Nez Perce Indian band surrendered to United States troops.

In 1880 the first railroad was built into the territory and in 1883 the first northern transcontinental line was completed. The railroad exerted tremendous influence in the settlement of the state and marked the end of a colorful and flourishing river steamer trade on the Missouri between St. Louis and Fort Benton.

Population

Montana, with a population of 647,767 in 1960, ranked forty-first among the states. This represented a gain of 14.2 percent since 1950 when the census recorded 591,024 residents. The 1970 population census is expected to reach 716,000.

Montana is a state of great expanses and relatively few people. The population density in 1960 was 4.1 per square mile, compared to an average of almost fifty-one persons per square mile in the United States as a whole.

Population is unevenly distributed, with the greatest density in the valleys of the west and along major rivers in the east. The rugged mountain areas of the west and the plains of the eastern portion are more thinly populated. The 1960 census indicated that the population was half urban (50.2 percent) and half rural (49.8 percent).

Spheres of influence of major urban areas within the state were computed by the Bureau of Census, using a fifty-mile radius from the central city as the measuring device. Statistics computed for four cities in Montana on the basis of the 1960 census showed the following: Great Falls, with a central city population of 55,357, had a population within its sphere of influence of 83,744; Billings, second in size of its central city, with 52,851 persons, had 96,667 residents within its fifty-mile radius; Butte, third city in the state, had a population of 27,877 persons, but a sphere of influence which included 102,105 persons. Missoula, with a central city population of 27,090 had 68,626 persons within its fifty-mile radius. These urban centers provide a focus for much of the recreational demand in the state.

INVENTORY OF RESOURCES AND FACILITIES

Governmental Agencies Administering Recreational Resources

A number of federal and state agencies in Montana provide either natural resource areas for recreation, or programs of funding and coordination, or a combination of both. The land resources are provided by comparatively few major agencies, while the number of programs which bear upon the provision of facilities in some way is extensive, ranging from those with a primary responsibility to those with only incidental relationships to recreation.

While the following summaries pertain to the role of all of the land management agencies, it includes only a partial listing of the broad range of programs available.

Bureau of Outdoor Recreation

The Bureau of Outdoor Recreation was established in 1962 to serve as a focal point in the Federal Government for the many activities related to outdoor recreation. The bureau's primary role concerns leadership, coordination and funding; it does not own or administer recreation resources. Its responsibilities in a broad sense are expressed through the following functions:

To develop a nationwide outdoor recreation plan which will identify needs to protect and improve the outdoor environment and to provide quality outdoor recreation resources to meet the varied and diverse needs of the American people.

To promote coordination in federal plans and programs related to outdoor recreation and preservation of the natural environment.

To assist federal, state, local and private efforts to reclaim and protect the outdoor environment and provide outdoor recreation opportunities.

The role of the Bureau of Outdoor Recreation is evidenced in Montana in many ways. One of particular importance involves joint administration with the state of the Land and Water Conservation Fund program.

Its coordinating and advisory role is also evident in the preparation and maintenance of the Montana Outdoor

Recreation Plan.

Additional joint programs are being carried out with federal, state and local agencies in Montana. These include a statewide inventory of islands, a study of the recreational scenic and wild aspects of a number of the state's major rivers, the recreational features of the Columbia - North Pacific and Missouri River Basin Studies within the state as well as preliminary aspects of the Continental Trail Program, and a joint evaluation of the recreational potential of proposed water impoundment projects in Montana.

National Park Service

National park system areas located within the boundaries of the state of Montana include all three types of areas administered by the National Park Service--natural, historic and recreational. Glacier and Yellowstone National Parks are classed as natural areas; Big Hole National Battlefield is an historic area preserving an Indian war battleground; and Big Horn Canyon National Recreation Area represents the recreational area class. In addition there are a number of historic landmark sites. These sites, often on private or state lands, have federal recognition and are national historic landmarks but are not administered by the National Park Service.

In recent years the National Park Service has adopted a new comprehensive planning concept--regional planning. The purpose of regional planning is to coordinate the efforts of all involved into a comprehensive master plan which recognizes the needs and efforts of each participant. An example is the regional approach to the problem of camping in Yellowstone Park where limitations have been established and the resulting overflow camping needs must be satisfied in areas such as those administered by the state, U. S. Forest Service, Bureau of Land Management and private lands.

Forest Service

Montana's ten national forests (and part of the Kaniksu National Forest) provide more than 16,000,000 acres of public land of vast importance to outdoor recreation. They include a great deal of Montana's most spectacular mountain scenery. Over 1,482,500 acres of the state's national forests have been classified in five wilderness areas as part of the National Wilderness Preservation System. An additional 417,000 acres, in four primitive areas, are being studied for possible addition to the system.

Variety is the keynote of outdoor recreation opportunities in the national forests. The Forest Service welcomes all types of recreation users with only minor restrictions designed to protect the public lands and provide for sound

management. There are more than 400 developed camp and picnic sites with facilities for about 4,000 family units with a capacity of over 17,000 visitors.

The Forest Service recognizes and accepts a place of major responsibility in the provision for the nation's growing outdoor recreation needs. The objective is to complement facilities provided by the state of Montana, other federal agencies and private landowners. Recreation facilities are designed to protect the national forest resources and the recreation environment. Water and sanitation facilities are provided at most campgrounds. Emphasis is on aesthetic values rather than luxury items.

Bureau of Land Management

The 8,300,000 acres of land under the jurisdiction of the Bureau of Land Management in Montana are of value to residents and visitors alike for a wide variety of outdoor recreation activities. Among many recreational uses made of these public lands in Montana are fishing, hunting, picnicking, camping, rock hounding and photography. One of the great attractions is simply open space.

Some tracts of public land are located near towns or along drainages where most other space is occupied. Such tracts have value for development as municipal, county or state parks under the provisions of the Recreation and Public Purposes Act. Nonprofit associations may also participate in this program.

With the expansion of the multiple use resource development program, a number of recreation projects have been completed and others are planned.

Whenever possible, land exchanges are made to acquire recreational sites as well as hunting and fishing access and to achieve a better consolidation of public lands for hunting or general outdoor recreation. Increased emphasis will be given to natural environment considerations within the various activities of the bureau. To the extent possible, archeological protection and interpretation will be carried out, also.

Bureau of Reclamation

The Bureau of Reclamation of the Department of the Interior controls a sizable acreage of land in Montana at the various facilities planned or constructed for irrigation, flood control and power production.

The recreation potential of reclamation lands, particularly those that are water oriented at multipurpose reservoirs, is becoming increasingly evident. Although the bureau does not have authority or funds to develop recreation

facilities on these lands, it has made the land and water areas available to other federal and state agencies for administration and development. A management plan has been prepared for each reservoir area delineating the responsibilities of the various cooperating agencies. The bureau has also shared in the cost of providing minimum basic health and safety facilities in the recreation areas.

Bureau of Sport Fisheries and Wildlife

All areas of the National Wildlife Refuge System and the National Fish Hatchery System are dedicated to improving recreation through the welfare and enhancement of fish and wildlife values. The greatest contribution of fish and wildlife special purpose areas is to foster those recreational activities associated directly with fish and wildlife in their habitat. To achieve this objective, consideration is first given those appropriate public recreational uses which are directly associated with public enjoyment by the observation, utilization, interpretation and understanding of fish and wildlife populations, habitat and conservation values.

A current inventory for Montana lists seven refuges totaling 143,700 acres and two wildlife ranges containing 1,113,500 acres.

Corps of Engineers

Through joint planning and participation with federal, state and local agencies, the Corps of Engineers is making available new areas for outdoor recreation.

In Montana the major projects developed by the corps consist of the Fort Peck Reservoir and Libby Dam and Reservoir currently being constructed. Fishing, boating, water skiing, picnicking, swimming and camping are major outdoor activities in this large and picturesque area.

The impoundment which will be formed by the completion of the Libby Dam on the Kootenai River will provide major recreation opportunities. As it is virtually surrounded by the Kootenai National Forest, it is planned that the U. S. Forest Service will provide the necessary recreation facilities.

Bureau of Indian Affairs

The role of the Bureau of Indian Affairs in the recreational development of Montana reservations is essentially to obtain for the Indians professional assistance and expertise which will aid them in making wise decisions relative to the planning and development of their recreational resources.

The seven Indian Reservations in Montana comprise an area in excess of eight million acres, of which more than five million is Indian trust land. Much of this acreage can be considered potential for some form of outdoor recreational use. However, since Indian land is considered to be privately owned, development of any programs on these lands requires the concurrence of the tribal government.

Department of Housing and Urban Development

The many programs sponsored by the Department of Housing and Urban Development (HUD) have a significant bearing upon recreational and environmental resources of the state with major emphasis upon the quality of urban living.

This department makes available a number of sources of funding. These include projects for recreational facilities such as community swimming pools, historic preservation projects, model neighborhood demonstrations with significant reference to recreational services and open space land programs. Also included are services to help communities create parks in built up areas as well as urban beautification and improvement projects. A further important funding program consists of city planning projects. It is coordinated in Montana by the State Department of Planning and Economic Development. A number of cities are taking advantage of this program.

Office of Economic Opportunity

Important community action programs are carried out under the auspices of this agency. Programs such as the Job Corps often benefit recreation directly as when facilities are constructed or improvements made to recreation areas. The programs which provide for training in vocational skills and basic education are, in Montana, often carried out in camps situated in pleasing recreational environments, thus affording this kind of experience to some who may not otherwise have had such an opportunity.

Much of the local administration of these camps is carried out by U. S. Forest Service personnel. Enhancement of recreation resources is provided through training of the Job Corps personnel.

Soil Conservation Service

The Soil Conservation Service fulfills an important responsibility in helping landowners, individually and in groups, plan and establish income-producing recreation enterprises. By furnishing facilities for the enjoyment of nature such as boating, camping, hiking, fishing and hunting, rural people will have new sources of income. This will in turn provide opportunities for relaxation,

education and enjoyment for people from the urban areas.

Recreational land use is encouraged by the Soil Conservation Service in several ways:

1. Technical and financial assistance to farmers, ranchers and other owners of nonfederal rural lands through soil conservation districts.
2. Cooperation and assistance to watershed protection projects and resource conservation and development projects in planning wildlife and recreation facilities.
3. Assisting individuals, groups and government agencies and their consultants in evaluating local needs and potential developments.

Recreation potential inventories are being completed for each county in Montana in cooperation with state and federal agency representatives. These inventories will be followed by a statewide inventory to provide basic information in resource conservation to soil conservation districts, counties, towns and planning commissions for comprehensive planning.

Detailed soil surveys are made and interpreted to provide special information needed in establishing recreation developments.

Wildlife and recreation developments are considered when developing a complete conservation plan for each farm and ranch cooperating with local soil and water conservation districts.

Bureau of Public Roads

The Bureau of Public Roads (BPR) has supervision of federal aid highway fund expenditures, including guidance and approval of various states involved in planning, programming, design and construction.

Environmental factors, including coordination of highway planning with recreation and social and economic needs, are all part of the required planning procedures for highway locations. Recently established regulations govern location of utilities in a scenic park or recreation area if aesthetics are damaged by such occupancy. The bureau encourages coordinated planning with other agencies to integrate highway design and location with recreational areas. Meetings are held with state and federal agencies to prepare advance schedules of activities by these various agencies.

The coordinated approach involves the use of a master

planning map which shows the location of proposed developments by state and other agencies. Included are such facilities as park and recreation areas, road construction on other than federally aided road systems, dam sites and power transmission facilities.

Federal Water Pollution Control Administration

The Federal Water Pollution Control Administration was established by the Water Quality Act of 1965. Its long range goal is to assure an adequate supply of water suitable in quality for all legitimate uses, including recreational, municipal, industrial and agricultural, as well as for the propagation of fish and wildlife.

In carrying out these objectives the Federal Water Pollution Control Administration conducts the following programs which bear directly or indirectly on environmental aspects of outdoor recreation:

Participation with the states in the establishment of water quality standards.

Development of water pollution control programs on a river basin scope.

Provision of grants to municipalities for construction of waste treatment works.

Provision of grants to aid in training, research and demonstration projects in the field of water pollution control.

Public Health Service

The recent establishment of a national center for urban and industrial health has brought together numerous programs, some of which have an important bearing on recreation and its associated environment. Among those concerns most closely allied with recreation are the purity of drinking water and the disposal of solid wastes without causing health hazards or water or air pollution. In all of these functions the Public Health Service works closely with the State Department of Health as well as other involved public agencies and private enterprises in Montana. Concern for aspects of the total environment is evidenced by the attention to use of pesticides and by the coordinated planning with the state for a nationwide seminar on the relationships of pesticides to public health.

Geological Survey

The Geological Survey is involved in Montana and other states in which primitive areas are being studied

for reclassification to wilderness under the National Wilderness Preservation Act. This agency is aiding in the assessment of mineral values in these areas as a part of the wide range programs of field and laboratory research in geology to determine and appraise the mineral and mineral fuel resources and geologic structure across the nation. In addition to the evaluation of wilderness these studies provide scientific and technical assistance in a number of fields, including other aspects of recreation.

Recreation Responsibility of State Fish and Game Commission

The Montana Fish and Game Commission has the primary responsibility in the state for outdoor recreation. Having been officially named as the state recreation agency, the commission has undertaken the responsibilities connected with this assignment. This involves the preparation and maintenance of the statewide outdoor recreation plan. This



Big game add much to the enjoyment of many forms of outdoor recreation in Montana.

planning function includes the duty to evaluate the total outdoor recreation environment, to inventory the resource supply, determine the demand, delineate the needs, point out special problems and recommend solutions. This is not an authoritarian role, but one of suggestion and recommendation.

The commission has control only over the programs under its administration which, however, in total provide a significant amount of the outdoor recreation opportunities offered in Montana. Criteria established by the commission for federal cost sharing under the Land and Water Conservation Fund provide guidelines for local agencies that desire to participate in this program.

The commission administers the state park system, of which there are forty-three units comprised of 18,600 acres. The fishing access site program is also a major contribution to outdoor recreation. There are ninety-seven individual areas and 5,200 acres, nearly all of which have at least minimum development for recreation. Details of these two programs can be found in the appendix. The type of development in these areas is limited to basic facilities. The enjoyment of the visitor is dependent upon the natural beauty of the setting, the element of privacy provided by adequate spacing and the allied activities available rather than the provision of intensive development.

Under the cost sharing provision of Public Law 89-72 (National Water Resources Act) the commission has the opportunity to participate in the provision of recreation facilities on federally administered water areas. The commission has expressed an interest in this program on several occasions and has signed the necessary documents to accomplish one such project. On major federal water storage projects the commission's cost sharing obligations would be heavy, quite possibly in excess of its financial capabilities to participate fully. Other state and local agencies may also participate in this program if they desire.

The commission is responsible for management of the fish and wildlife resource. In a state such as Montana with its sparse human population and extensive habitat for a wide variety of species for fish and game, the recreation provided by hunting and fishing, as well as seeing and photographing wildlife, is a highly significant part of the outdoor recreation resource.

The commission is also active in the field of historic preservation with the administration of state monuments and recent designation as the agency to administer the National Historic Sites Preservation Act. Development and interpretation of these areas adds to the total outdoor recreation opportunities available in Montana.

Montana Highway Commission

The Montana Highway Commission is concerned with outdoor recreation assets of the state and considers enhancement of recreation activities along with the major responsibility of developing and maintaining an adequate system of highways in Montana.

The Montana Highway Department has constructed thirty-six rest areas. These are located at convenient intervals along interstate and primary highways to ease the traveler's fatigue and provide a place to picnic and relax. The department expects to build some twenty-five more rest

areas on interstates in the next five years, most of them in pairs (on either side of four-lane roads).

The commission is cooperating with the Fish and Game Commission in locating highways so as to preserve streams and scenic areas. It is also building roads to recently created impoundments in order for the public to take advantage of water based recreation. There are in addition many fishing, swimming and boating access possibilities along existing highways.

A cooperative program of interstate lake construction is receiving special attention at this time. Efforts are being made to locate desirable areas in the eastern part of the state where interstate fills might serve as dams, which would in turn develop recreation lakes immediately adjacent to the highway. The State Highway Commission and the State Fish and Game Commission, along with the Bureau of Public Roads, are cooperating in this important program.

Montana Water Resources Board

The Water Resources Board is the legally designated agency to coordinate all water programs in Montana and is required to prepare a comprehensive multipurpose state water plan. This plan will provide guidelines for the development and conservation of water and related land resources in Montana for the next fifty years.

Since its establishment, the board has engaged in the construction of water projects designed to fulfill the needs of Montana users. It is the responsibility of the board, along with the project users, to operate and maintain these projects during their useful life.

Through financial and other assistance obtained from the Fish and Game Commission and the Bureau of Outdoor Recreation, the Water Resources Board has established a long-term program of recreational development on many of its major reservoirs. The board has also entered into leases and other arrangements with the Fish and Game Commission to develop and administer the recreation facilities.

The Water Resources Board is the agency which authorizes and regulates weather modification in Montana. This includes licensing of persons and firms who propose to engage in weather modification as well as to study the need and possible impact of weather modification in any area.

The Water Resources Board cooperates with the U. S. Geological Survey in a program to measure stream discharge, water quality and sediment content.

The State Water Resources Board is, by law, Montana's representative in negotiations between the various states and the Federal Government on agreements or compacts regarding interstate waters. The board's staff participates in the Missouri Basin and the Columbia-North Pacific studies through membership on work groups and task forces and furnishes information on water and water development to other agencies who are involved in river basin planning.

Department of State Lands and Investments

The state owned lands, especially those designated in the several grants, are held in trust for the support of education and for the attainment of other worthy objects helpful to the well-being of the people of the state. Over 5,000,000 acres are under the jurisdiction of the Department of State Lands and Investments.

The Office of the State Forester is responsible for the management of approximately 491,000 acres of state owned classified forest land. This management employs the multiple use concept, to make the most judicious use of the land for some or all the resources and related services.

Through these forested areas hundreds of miles of roads and trails are utilized by recreationists. Over 1,600 acres of these state lands are water with related recreational uses. Hundreds of miles of fishing streams traverse these areas. Many hunters find their game on state forest land.

The rapidly increasing demand by the general public for spaces on which to set tents and build campfires has literally forced the state forester to provide suitable camp and picnic areas on state forests as a device for forest fire protection.

Special use authorizations on state forest land have been made. Half of the classified forest land is blocked into seven state forests. These forests are interspersed with privately owned, and in some cases, federally owned land. The balance of the state forest land is scattered primarily in Sections 16 and 36 of the various townships.

The scattered nature of state forest land provides a variety of recreational opportunities. However, the inability of recreationists to identify the state owned forest land and the expensive administrative problems inherent in this scattered ownership are a basis for consolidating the lands within the presently established state forests and designating new forests east of the Continental Divide.

With adequate safeguards against fire, littering,

vandalism and various forms of trespass, it may be possible to fully develop the recreational potential of the state forests.

State Soil Conservation Committee

The State Soil Conservation Committee is involved in outdoor recreation primarily as it gives assistance, counsel and guidance as available to soil and water conservation districts in carrying out and coordinating its programs and activities.

Soil and water conservation districts being local entities of state government are responsible for planning and carrying out a soil, water and related natural resource conservation program on private lands. This is done mainly through agreements with cooperating landholders. Districts provide assistance as available to landowners on request in developing farm, ranch or other conservation plans which may include recreation enterprises or recreation related land uses. Districts usually receive the cooperation of supporting and assisting agencies.

Soil and water conservation districts in Montana are authorized to plan, build and maintain multiple purpose resource projects which may include recreation benefits.

Montana Extension Service

The Montana Extension Service works as a unit of the College of Agriculture of the Montana State University. The Extension Service contributes to recreation programs in many ways. It encourages involvement and participation in a variety of resource development programs including recreation projects. Other activities include exploring with groups and individuals proposed projects and furnishing information on available sources of technical assistance and appropriate funding sources. This frequently includes information on financing possibilities for recreation projects particularly that relate to private enterprise.

Extension personnel play an important role in county Technical Action Panels. Outdoor recreation presents an important subject for consideration in their programs. The Extension Service is presently developing a feasibility guide for individual landholder analysis of potential resource projects, including recreation. The Recreation Subcommittee of the Rural Area Development Program is strengthened by state extension participation. In this regard it is supported by the efforts of the field staff in working with local and county resource groups.

State Department of Health

Health oriented matters coincident with tourism are

assigned to the State Department of Health. Sanitation of public and private facilities directly related to housing and food service are of most concern to the traveling public. Other items of concern arising from these functions, and in some instances from the tourist themselves, are related to the protection of public water supplies, proper waste water disposal, water pollution control, adequate solid waste disposal, insect and rodent control and reduction of air pollution.

Laws and regulations concerning the health and welfare of the public administered by the State Department of Health require public facilities to be designed and operated so as to protect the health of the citizens of the state as well as the traveling public. The instruments of legal control of recreational areas are licensing, inspection, education and enforcement.

The department will play an increasingly greater role in matters of the total environment as evidenced by the concern for the use and control of pesticides. The department cooperates with the U. S. Public Health Service and coordinated planning is being done for a national seminar on pesticides and public health to be held in Montana. The department is conducting a sixteen-month study on the use of pesticides with a grant from the U. S. Public Health Service.

Major Agency Suppliers According to Recreation Resource Types

The combined efforts of all involved governmental agencies, federal, state and local, are essential in meeting the varied demands for outdoor recreation in Montana. Each agency fulfills an important role in the development of a well-balanced program based upon the expressed needs of the resident and visiting public.

The Bureau of Outdoor Recreation has developed a classification system for assessing types of activity demands and for determining the kind of natural resource areas which are necessary to provide for this demand. The following statements illustrate the role of the major suppliers in each of the classes of resource types.

Class I - High Density Recreation Areas

This class includes sites of intensive development such as are found in urban parks and comparable areas of particularly heavy use.

Municipal governments are the predominant suppliers for this type of demand in Montana. County governments may find some opportunity in this classification in areas around the larger cities, but it is anticipated that their

role will be oriented more to the nonurban types of resources.

Urban park and recreation facilities in all areas of the state have increased significantly, particularly in the last several years. Indications are that development of this type of area will continue at a similar pace in the immediate future.

Class II - General Outdoor Recreation Areas

This class includes the broadest range of activities and consequently involves a wide variety of resources for the supply. Typical areas range from the larger urban parks to state parks and recreation areas. Certain developed portions of forest lands may also be included. Activities take place in a more spacious setting and the natural environment is a major factor in the recreation experience.

All levels of government and most agencies contribute significant resources and facilities for supplying this wide range of demands. The larger urban areas in the state are planning several outstanding areas of this type. County governments have provided several important nonurban general outdoor recreation areas as evidenced in other sections of this report. The potential for further development by counties in this category is limited only by problems of financing. This type of demand is one which county governments are particularly suited to provide for inasmuch as these facilities are desired in locations either close to home or easily accessible from major travel routes.

Recognition is made of the outstanding contribution of Hill County in this regard for their development of the 10,000 acre Beaver Creek Park situated in the Bear Paw Mountains.

The State Fish and Game Commission has a major responsibility in providing activities in this classification. The Recreation and Parks Division of the department administers forty-three areas for general activities including access to unique attractions of statewide significance.

The department also maintains a highly significant fishing access site program in the state. Nearly one hundred such areas provide access to major lakes and rivers and most of these sites afford camping and picnicking opportunities.

The Montana Water Resources Board provides for recreational use of numerous irrigation reservoir areas which are distributed throughout the state. Some areas at these reservoirs are developed to provide water oriented recreation activities in harmony with irrigation values. Several of these reservoirs are extensive in size. The board contributions are of importance in that they provide water based recreation in areas formerly lacking this kind of opportunity.

In several instances the Montana Water Resources Board has turned over to the Fish and Game Commission the responsibilities for development and administration of recreation facilities.

Resources owned by the State Land Board are of great significance because of the potential which they offer for recreational use. State forest lands provide areas of limited development but in addition provide opportunities for extensive hunting and fishing and other informal recreation activity. The extensive agricultural and grazing lands across the state are limited in recreational use at this time due to problems involved in responsibilities for fire control and vandalism.

The State Highway Department provides significant opportunities for pleasure driving through their provisions for scenic overlooks, rest and recreation areas and their attention to aesthetic aspects of roadside development.

The U. S. Forest Service provides the major portion of the developed facilities in this classification, all of a very high quality because of the outstanding forest environment. The developed camping and picnic facilities are found throughout the forests, most of which are located in the western portion of the state. Because of the nature of the environment, forest resources are significant in several classifications.

While the National Park Service's major impact lies in the category of natural environment and outstanding natural areas, it also makes a contribution in this classification due to the availability of their developed recreational facilities.

The Bureau of Land Management has great potential for provision of recreation in this classification because of the extent and distribution of their landholdings, particularly in central and eastern Montana. Because of a diversity of types of land resources, this agency's contribution will be significant in several land classifications. The recreation program is relatively new, but there are several developed areas available which are accessible to major travel routes and these adjoin extensive areas of high quality environment.

The Bureau of Sport Fisheries and Wildlife makes several contributions in this classification of demand. While their major contributions lie in the natural environment category, some developed areas are provided in conjunction with the larger waterfowl, wildlife and game range areas.

The Corps of Engineers makes a significant contribution in the region of Fort Peck. In addition to water based activities there are sites for summer homes and for general outdoor recreation. The potential for water oriented recreation at Libby Dam will be of significance. It is planned that the complementary facilities will be developed by the Forest Service.

The Bureau of Reclamation affords access to important water recreation resources located at their projects throughout the state. The more prominent reservoirs in this regard are Canyon Ferry, Clark Canyon, Tiber Dam, Fresno and Hungry Horse. The recreation developments at these sites are provided through a cooperative agreement with the Fish and Game Commission with the exception of Hungry Horse and Fresno. Facilities are provided by the Forest Service at Hungry Horse.

Class III - Natural Environment

For purposes of this classification, natural environment is defined as those vast undeveloped areas providing for multiple uses including recreation. The recreational use is contingent upon enjoyment of the environment itself, rather than upon developed facilities.

While the major contributions are made by the federal agencies, the potential for state and local governments exists also as indicated by the examples of Hill County's Beaver Creek Park, Mako-shika Park near Glendive, and the larger areas of the state forests.



Forest Service lands present many opportunities for camping in a pleasant natural environment. (U. S. Forest Service picture)

A unique example of the preservation of natural environment is the program of the State Fish and Game Commission for the development of a State Recreational Waterway System. The program is designed to protect the scenic, natural, historic and scientific values of outstanding rivers of the state.

The vast extent, variety and the high environmental quality of the national forests render them of nationwide importance as well as being a major supplier of natural environment resources for the state.

The superlative natural environment of the national parks associated with the state is not only invaluable to Montana, but is of nationwide significance as well.

The extensive holdings, the distribution of areas and the characteristics of the resources of the Bureau of Land Management combine to provide natural environment areas of

prime significance to the state with implications of national importance as well.

The Bureau of Sports Fisheries and Wildlife provides a unique natural environment through the many game and waterfowl refuges found in the state. Their attraction is enhanced by the presence of rare and endangered species.

Class IV - Outstanding Natural Areas

The State Fish and Game Commission, through the Recreation and Parks Division, provides several outstanding natural areas as exemplified by Lewis and Clark Caverns State Park and Lost Creek State Park.

The National Park Service is of prime significance in the state in affording this type of recreation experience. The U. S. Forest Service lands also provide outstanding natural areas of significance and extent.

Class V - Primitive Areas

This class is made up of undisturbed roadless areas, characterized by natural wild conditions including wilderness. These areas present a unique high quality type of outdoor recreation dominated by a pristine natural environment.

The Forest Service is presently engaged in the reclassification of a number of primitive areas to wilderness under the Wilderness Preservation Act.

The National Park Service and the Bureau of Sport Fisheries and Wildlife are also studying large roadless tracts of their lands for formal wilderness classification. The Bureau of Land Management is exploring the potential for providing primitive areas for significant wilderness character.

Class VI - Historic and Cultural Sites

Attention to the preservation of Montana's colorful historic heritage is an important responsibility. In a broad sense it entails action by public agencies at all levels and also interested groups and individuals.

The National Park Service plays the major role from the federal agency standpoint with the establishment and maintenance of a Federal Register of National Landmarks and Historic Places, as well as in the administration of the Custer Battlefield National Monument and the Big Hole National Battlefield Visitors Center.

The Forest Service, Bureau of Land Management and Bureau of Sport Fisheries and Wildlife are especially

interested in the preservation and appropriate interpretation of features of historic significance within their jurisdiction.

The State Fish and Game Commission has been designated as the official state agency in matters of historic preservation under Public Law 89-665. They work closely with the State Historical Society, as well as county, city and private historical societies and individuals.

Analysis of Demand, Supply and Needs

Reduced to its simplest terms, the planning process concerns primarily a study of the demand for outdoor recreation resources and facilities, a thorough review of the means to supply these demands, followed by a determination of the unmet demands for outdoor recreation opportunity. These procedures have been undertaken in this study and the resulting information is presented in an extensive set of tables which are located in appendix D.

The major determinants of demand are the characteristics of the population, together with their preferences for outdoor recreation and the amount of participation in the various activities. The rate of participation in outdoor recreation activity for Montana residents was evaluated by means of returns from more than 27,000 questionnaires mailed to residents over a period of time which included two summer seasons. From this, computations were made estimating the average number of days that a resident in Montana participated in a given activity during the year. The participation rate thus reflects the availability of resources as well as user preference; however, the needs are calculated on a statewide basis. Computations so made would, for example, reflect the demand for water skiing even in areas of the state where this resource is limited and actual participation at a low level. This information is presented in several tables located in appendix A.

A subsequent survey conducted at various park and recreation areas in the state provided information on the numbers of visitors at these areas, including their length of stay, the geographic base of origin and the types of facilities used and preferred at the respective locations. This information was of importance in the preparation of the action program section of this report. These tables are located in appendix C.

An inventory was made of the lands and facilities provided by each of the agencies at the local, state and federal levels of government. Facilities provided by the private sector are also included.

The calculation of the estimated quantities of lands or facilities required to meet demands involved the application of standards of development in design and planning of recreation

area facilities. A narrative presentation of the foregoing studies and description of the methodology employed is provided in the respective sections of the appendix. Tabulation of estimated demand is found in appendix A; a tabulation of local inventory is found in appendix B; the characteristics of visitor use (as related to demand) are found in tables in appendix C; the tables showing demand, supply and need for the major outdoor activities are found in appendix D.

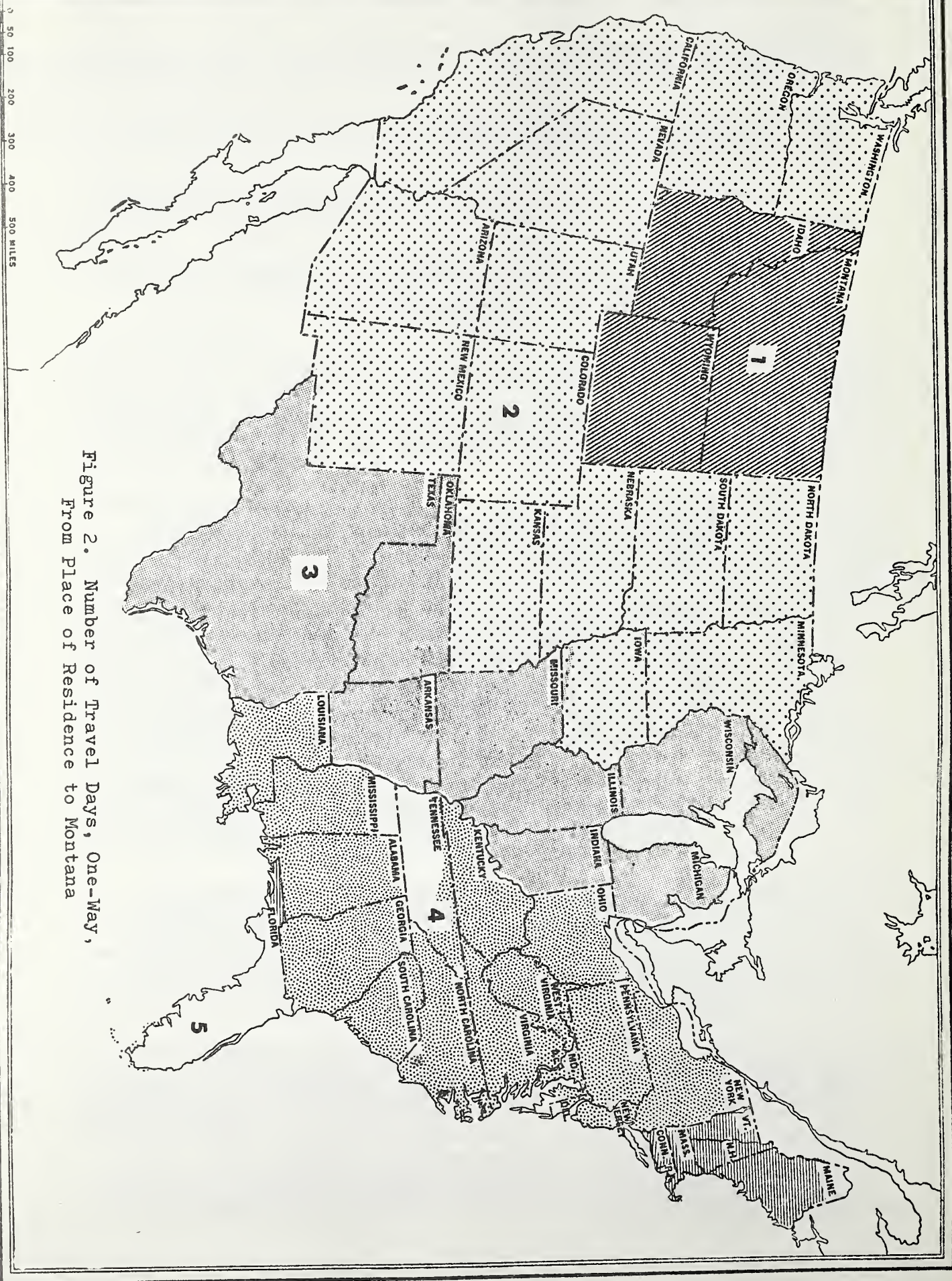
Information from interviews and surveys is portrayed graphically in the charts on the following pages. Among matters of concern were average days of participation in various activities, length of stay in recreation areas, the origin of out-of-state residents, and for residents, the pattern of recreational use on an interregional basis.

Recreational Planning Regions

In the planning process, seven multi-county regions were employed. Regional boundaries are based on several criteria:

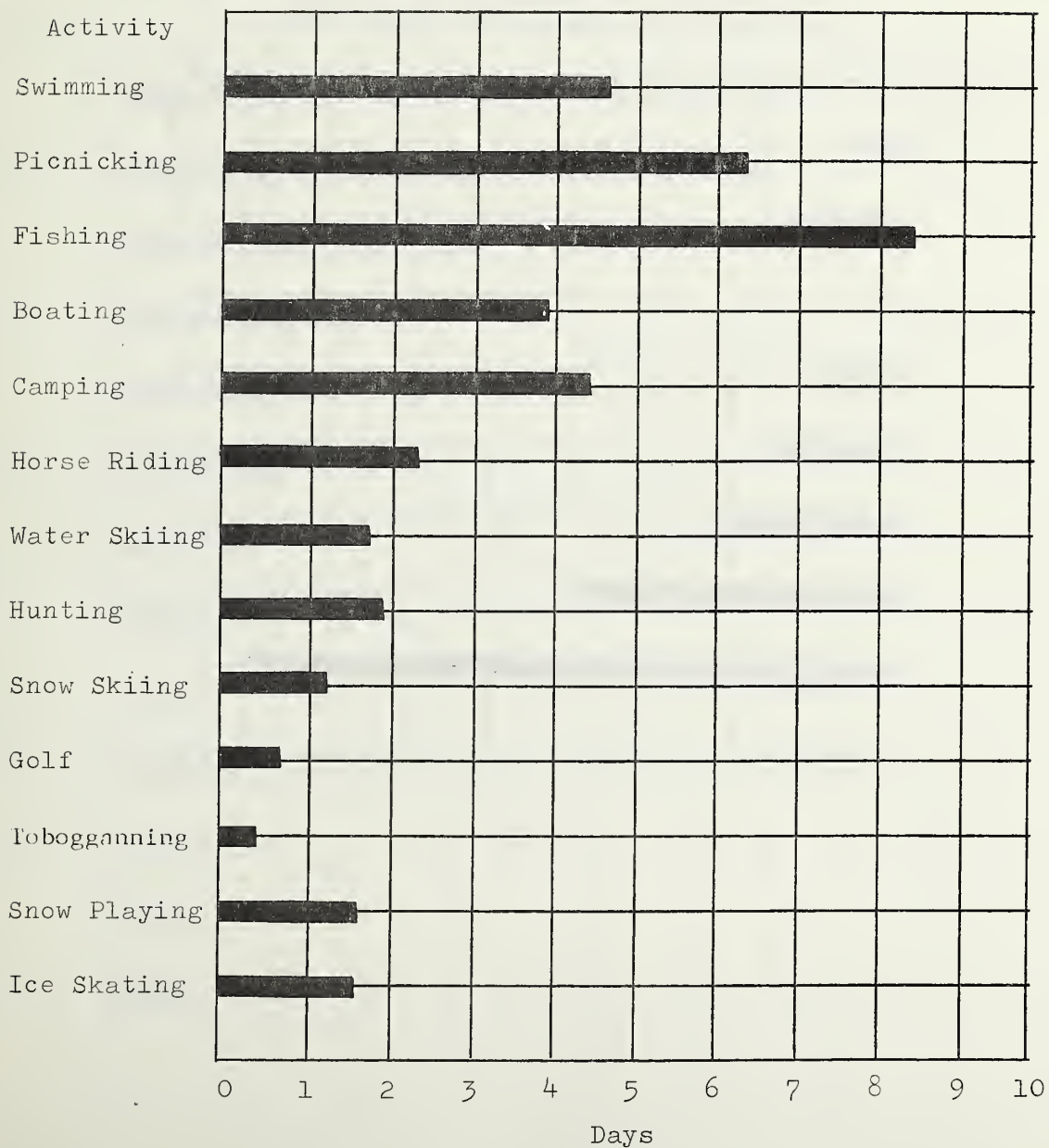
- (1) Counties are used as the basic regional building blocks because information about population, land ownership, and other economic and demographic data is available by county units.
- (2) A major recreation attraction such as Flathead Lake will tend to unify the adjacent counties while a large reservoir such as Fort Peck, also a major recreation attraction, tends to divide the shoreline areas on either side because of the lack of convenient opportunity to intermingle. This concept was considered.
- (3) Cultural environments and the pattern of population centers were considered. In general, the major population concentration forms the center of the region.
- (4) The regions employed in the planning process correspond roughly to the commission administrative districts utilized for administration of the Land and Water Conservation Fund and program of state administered acquisition and development.

At the present time no other planning region designation has been agreed upon by all planning units within the state. The Bureau of Business and Economic Research has suggested two regional breakdowns, one comprised of ten regions and one of fourteen. These suggested regions also use counties as the basic building blocks and if, at some time in the future a decision is made on regional boundaries, the outdoor recreation data can be accumulated into appropriate multi-county regions.



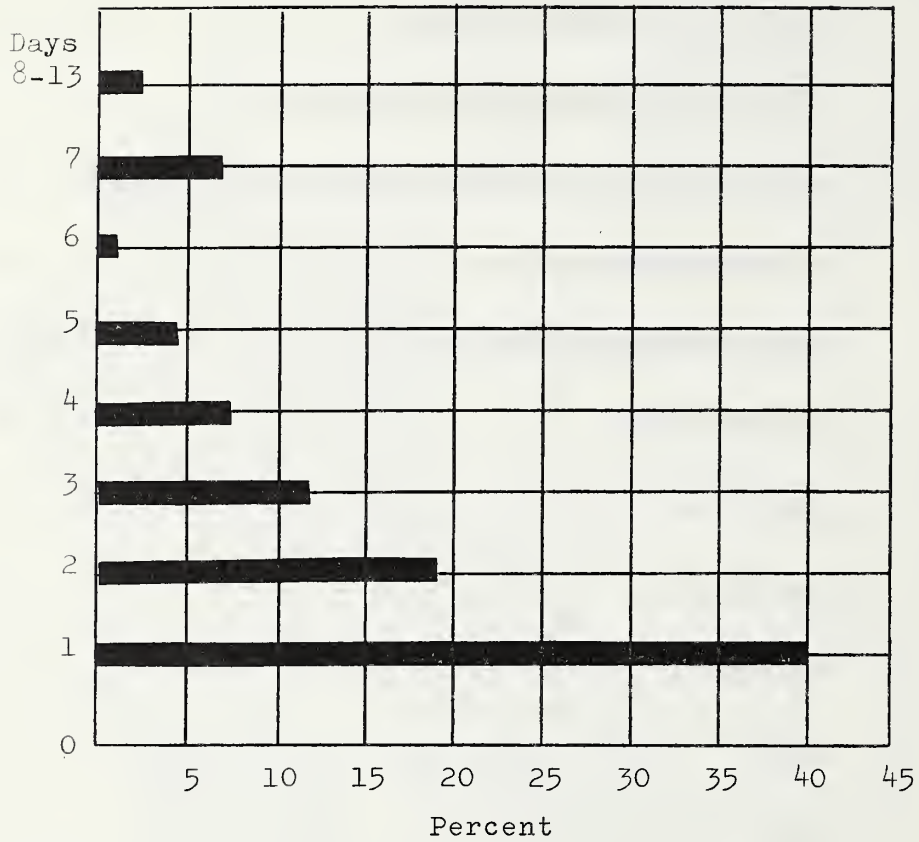
CHART

ESTIMATED RESIDENT DAYS OF PARTICIPATION IN SELECTED TYPES OF OUTDOOR RECREATION, 1970



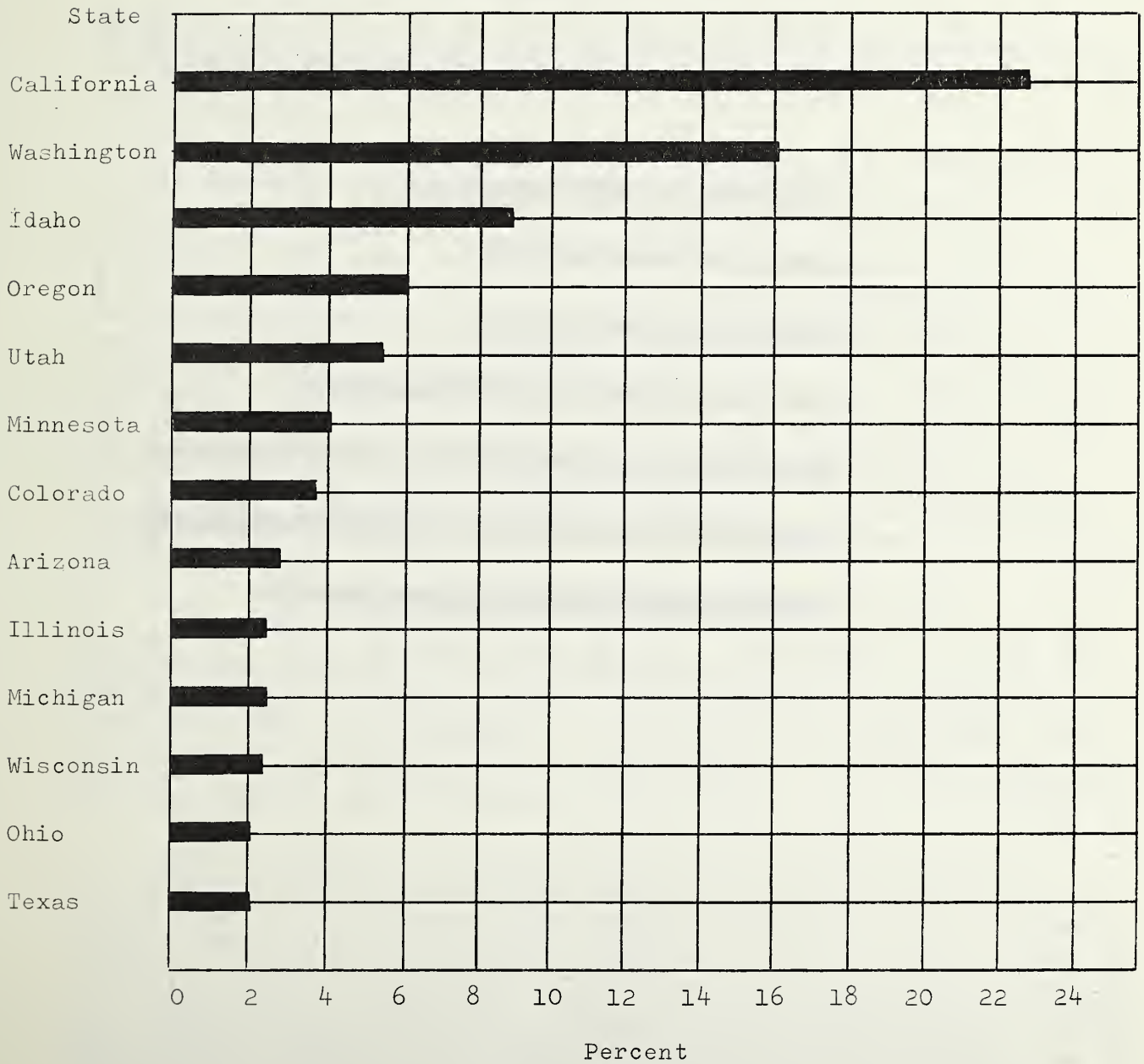
CHART

LENGTH OF STAY OF VISITORS IN MONTANA
STATE PARKS AND RECREATION AREAS, 1968



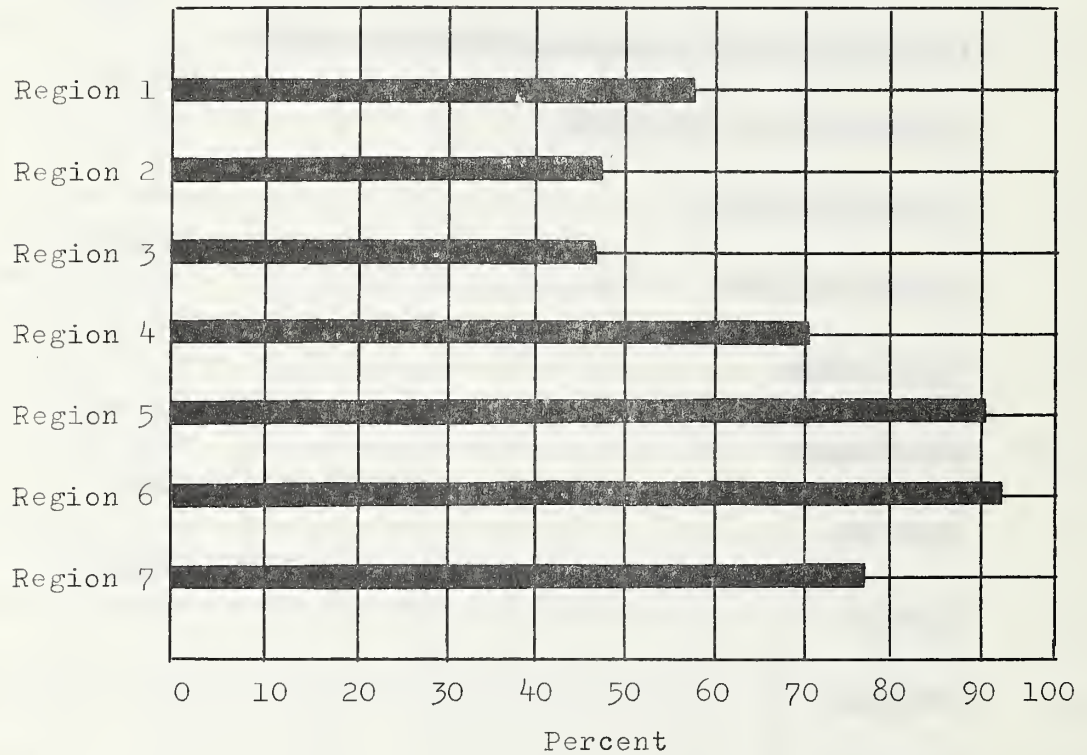
CHART

STATE ORIGIN OF MONTANA NONRESIDENT VISITORS TO STATE PARKS AND RECREATION AREAS, SUMMER, 1968



CHART

PROPORTION OF TOTAL RESIDENT VISITS TO STATE PARKS ORIGINATING
FROM PERSONS LIVING WITHIN THE SAME RECREATION REGIONS



Potential of Existing Public Lands

Throughout the plan ample evidence has been presented that Montana has a wealth of existing public lands, much of which is currently available for public recreation. What is primarily needed at this time is a uniform system to evaluate the recreation potential of existing lands by agency and a classification of particular sites as to desirable level of development.

The Bureau of Land Management has identified some 350 sites having high recreation potential comprising about 2.5 million acres. In-depth studies will be necessary to determine the level of development at particular sites to provide optimum public use without detriment to the natural environment.

The U. S. Forest Service has accomplished a considerable amount of planning in this respect on an individual forest basis. Public concern has recently developed relative to some of the Forest Service long-range plans, particularly those involving building roads into ecologically fragile areas. Concern has been expressed that such areas so opened to additional recreation pressures will deteriorate and result in a net loss in recreation potential. Unroaded areas of exceptional value for summer big game ranges might also contribute more to recreation in their present state. It has been indicated that disturbance caused by too many people as a result of easy access in these areas could have a detrimental effect on big game herds that currently provide a great deal of recreation in the form of hunting. Careful assessment of the total impact of such planned development should be made prior to implementation of projects.

The land administered by the State Forester (over 400,000 acres) has great recreation potential. Assessment of this potential and necessary land classification has not yet been accomplished. A study designed to provide this information has been proposed and funds for its implementation requested. Up to this time no money has been appropriated for this purpose, but the project remains high on the priority list and hopefully will become a part of the future recreation planning process.

School trust lands leased for agriculture and grazing and administered by the State Department of Lands and Investments, are at the present time largely unavailable for recreation. This situation has been recognized by the state legislature. By joint resolution in 1967, an interim study committee was appointed to thoroughly investigate the possibility of multiple use of these lands now primarily devoted to a single purpose. The report resulting from this study provides many useful guidelines pertaining to opportunities for outdoor recreation on these lands. The committee recognized three basic problems connected with public use, those of littering, vandalism and wild fire. As a help in this regard, it was specifically recommended that the responsibilities of game wardens be expanded to include enforcement of laws concerned with these

problems. The necessary laws to implement these recommendations were enacted by the 1969 Legislature.

It was also recommended that the lessee be relieved of responsibility for fire protection on leased state lands. This responsibility would be assumed by the Office of the State Forester when funds are appropriated for the purpose. That office has indicated a willingness to assume this responsibility and an impressive start has been made.

The study report also recommended the preparation of a state land resource development plan. This recommendation and others included in the report when properly implemented will provide for planned recreational use of a significant portion of the approximate five million acres of land administered by the State Department of Lands and Investments.

The Water Resources Board has constructed some twenty reservoirs for irrigation purposes. While the primary purpose of these water storage projects must remain for irrigation, the potential for recreation is present. This benefit has been recognized by the state legislature and by joint resolution from this body. The administration of recreation on three of these areas has been assigned to the Fish and Game Commission. Most of the reservoirs receive extensive visitation by recreationists and the lack of provision for this use has in some instances seriously detracted from the aesthetic values and total recreational enjoyment of the areas. The Water Resources Board, while not adequately funded for this purpose, has provided minimum health and sanitation facilities at the most popular reservoirs through projects financed in part by the Land and Water Conservation Fund. More extensive development would enhance the opportunities for public enjoyment and protect these areas from littering and other evidences of use.

Reservoirs were constructed in the past with the single purpose of irrigation in mind. Large drawdowns with exposure of extensive mud flats and resulting damage to the fishing potential are quite common. In the future, methods of financing should be found to allow for multipurpose considerations in both construction and maintenance phases of the operation.

Private Sources of Recreation Opportunities

Throughout Montana, private lands open to general recreational use are freely intermixed with public lands. Most of these private parcels are unidentified and undeveloped and users frequently see no distinction between private and public lands and waters. Some private lands, however, contain developed sites. Future use of these private lands is uncertain. In some cases, abuse by users may cause closures; while in others, efforts toward better public relations may lead to further development.

In Region 1, the St. Regis Paper Company and other firms hold their lands and roads open to general use as long as these activities do not conflict with their logging operations.

Anaconda Company holdings primarily in Regions 1, 2 and 4 are open to the public for hunting, fishing, camping and picnicking. The Northern Pacific Railway holdings in these regions are also open for general public outdoor recreational use.

In Region 2, the Anaconda Company operates a joint program with the Montana Fish and Game Commission to develop a waterfowl management area at the company's settling ponds northeast of Anaconda. The same firm has installed major facilities in an effort to correct pollution of the Clark Fork River to enhance fishing and general recreation along this major river in western Montana.

The Montana Power Company allows public recreation on its holdings and provides facilities in some instances.

Private summer home developments, mostly in the western regions, provide outdoor recreation for owners and guests, thereby reducing the impact on publicly supported areas.

Inventory of Historic Sites

The historic sites inventory for Montana included as appendix E indicates some 200 areas of historic interest. A large number of these sites are to be found on private land.

There are currently eighteen sites listed in the National Register of Historic Places, which is a duplication and expansion of the Registry of National Historic Landmarks. These areas are grouped under appropriate headings and the location and historic significance of each is discussed. A committee has been appointed to evaluate sites and nominate them for inclusion in the National Register. Work is progressing on completion of the forms for this purpose. The National Register will be expanded considerably upon approval of these nominations by the National Park Service.

Inventory of Trails

Walking, hiking and bicycling are very popular recreation activities in Montana with horseback riding also a favorite pastime. Use of trails by motorbikes is a more recent sport and is increasing. The most recent development in the use of trails has been by snow toboggans in winter. Overland ski touring is emerging as an additional use of trails.

Montana is fortunate in possessing a great many miles of highly scenic trails, most of which are on federal lands. The following brief summary gives an overall inventory of the approximate miles of trail presently available to the public in Montana.

Forest Service	8,000 miles
National Park Service	1,000 miles
Bureau of Land Management	30 miles
Bureau of Sport Fisheries and Wildlife	10 miles
Bureau of Indian Affairs	80 miles
State Forest Lands	<u>50 miles</u>

TOTAL 9,170 miles

Several cities in Montana, including Missoula, Helena and Billings have developed interesting hiking trails. Additional trail mileage will be developed by the above agencies. The Fish and Game Commission will also develop trails as a part of the park and recreation area development projects.

Trails on federal lands are used frequently for a wide variety of recreational activities, including walking and hiking for pleasure, horseback riding, back country pack trips, hunting, fishing and photography. Most of this use is presently by horseback or foot; however, motorbike trail travel is becoming increasingly evident except in national parks and wilderness areas or on national scenic trails where such use is prohibited.

Continental Divide Trail

The proposed Continental Divide Trail presents a project of high national interest and significance. It was listed among the fourteen trails for study in the National Trail System Act of 1968.

This trail would provide a continuous route following the Continental Divide along the Rocky Mountain Range. It would extend from the Canadian line in Glacier National Park almost to the Mexican border in New Mexico for a total distance of 3,082 miles, 763 miles of which would be in Montana. The region in Montana through which the trail would traverse is some of the most spectacular in the West, including many miles of superb high country in Glacier National Park. It would also pass through seven national forests which would account for most miles of its length.

There would be 600 miles of feeder trails in connection with the Continental Divide Trail in Glacier National Park and 540 miles of feeder trails associated with it along its route through the national forests in Montana before it would leave the state by way of Yellowstone National Park.

On national forest lands, the Continental Divide Trail would pass through the Bob Marshall and Anaconda-Pintlar classified wilderness areas as well as the Lincoln-Scapegoat potential wilderness.

The trail would intersect in several places the famous Lewis and Clark route through Montana and also the travel route of Chief Joseph with his band of Nez Perce Indians in 1877. It would intersect the early Mullan freight road and pass near the sites of old gold camps that figured prominently in the early history of the Montana Territory.

In passing through a portion of the Blackfoot Reservation, opportunities would be afforded to become acquainted with the colorful history of the Indian culture on the High Plains.

From the standpoint of land status, the great majority of ownership would be federal. In addition, there would be a small amount of Blackfoot tribal land, also Anaconda Company and Northern Pacific Railway Company lands, as well as small private holdings.

The Continental Divide Trail would traverse some of the finest wildlife areas in the nation. It would also sample typical livestock mountain ranges. In addition to evidence of early day prospecting, several modern mining operations could be observed from the vicinity of the trail. Although much of its length would follow wilderness and high-country, undisturbed forest lands, several opportunities would be afforded to see timber management in various stages of operations.

The Lewis and Clark Trail

The Lewis and Clark Trail, commemorating perhaps the single most important event in the development of the western United States, is also included among the fourteen trails listed for study under the National Trail System Act of 1968.

In covering the some 7,500 miles from St. Louis to the Pacific Ocean and back, the expedition traveled a great many miles in what is now the state of Montana. This in itself gives the trail a special emphasis among the unique recreational resources in the state.

Significant portions of the Lewis and Clark route present recreational potential that would merit national scenic trail status. Such portions would provide a variety of uses, including hiking, horseback riding and in some cases, cycling. A trail of this nature would represent a major complement to the Lewis and Clark scenic highway.

From the standpoint of Montana and the nation, one of the most outstanding features of the proposed trail would be its relationship to the 180 mile undisturbed section of the

Missouri River upstream from the Fort Peck Reservoir to Fort Benton. This reach of the river has been classified as a segment of the Montana Recreational Waterway with particular reference to historic, scenic and river oriented wilderness type of recreation. It is hoped that this fragile region will also be protected by an appropriate national classification.

Other important sections of the trail would intersect the Continental Divide Trail at Lewis and Clark, Gibbon and Lemhi Passes.

In interagency study in 1965 regarding the Lewis and Clark Trail includes a recommendation (#4) as follows: hiking and horseback trails should be constructed to follow as closely as possible the expedition's water and overland route.

In Montana, the opportunities for such a trail or sections of trails associated with the expedition are numerous and outstanding. The greater part of such a high quality trail system would traverse public lands, including those administered by the U. S. Forest Service, The Bureau of Land Management, the Fish and Wildlife Service, the Corps of Engineers, the Bureau of Reclamation, as well as state lands, including those of the State Land Board (including state forest lands), and the State Fish and Game Commission. Private landholders would also be included.

The best opportunities for state or local trail projects of national significance appear to lie in the development of connecting systems associated with the Continental Divide and the Lewis and Clark proposed national scenic trails.

The development in Montana of bicycle trails has as yet received little attention. Such facilities would normally be found within or adjacent to urban centers. For this reason they would not frequently be associated with trails of national significance. There are, however, possibilities in Montana where bike trails could contact interesting segments of the Lewis and Clark trail. For example, trails in the Great Falls area and along the Missouri, as well as near the Yellowstone River, could be developed, especially near the major cities. This would add an interesting dimension to the enjoyment of this important national trail.

Inventory of Wild and Scenic Rivers

The National Wild and Scenic Rivers Act (PL 90-542) declared that certain selected rivers of the nation possess outstanding scenic, recreational, geologic, fish and wildlife, historic, cultural or other similar values. The act went on to say that they shall be preserved in free flowing condition and that the immediate environments shall be protected for the benefit and enjoyment of present and future generations.

Of the twenty-seven rivers designated for study for potential addition to the national wild and scenic rivers system, two are located in Montana. They are: (a) the upper Flathead River, including the North Fork from the Canadian border downstream to its confluence with the Middle Fork; the Middle Fork from its headwaters to its confluence with the South Fork; and the South Fork from its origin to Hungry Horse Reservoir, (b) the Missouri River between Fort Benton and the headwaters of the Fort Peck Reservoir at Ryan Island.

Montana Recreational Waterway System

In 1965, the Montana Fish and Game Commission established a State Recreational Waterway System, the goals of which may be found in subsequent policy statements in this report.

The following rivers and streams or segments of these waterways have been made part of the state's system. Following a careful study, each has been formally classified by commission action:

The Yellowstone River Recreational Waterway includes the Yellowstone River from the Yellowstone Park boundary down to Pompey's Pillar,

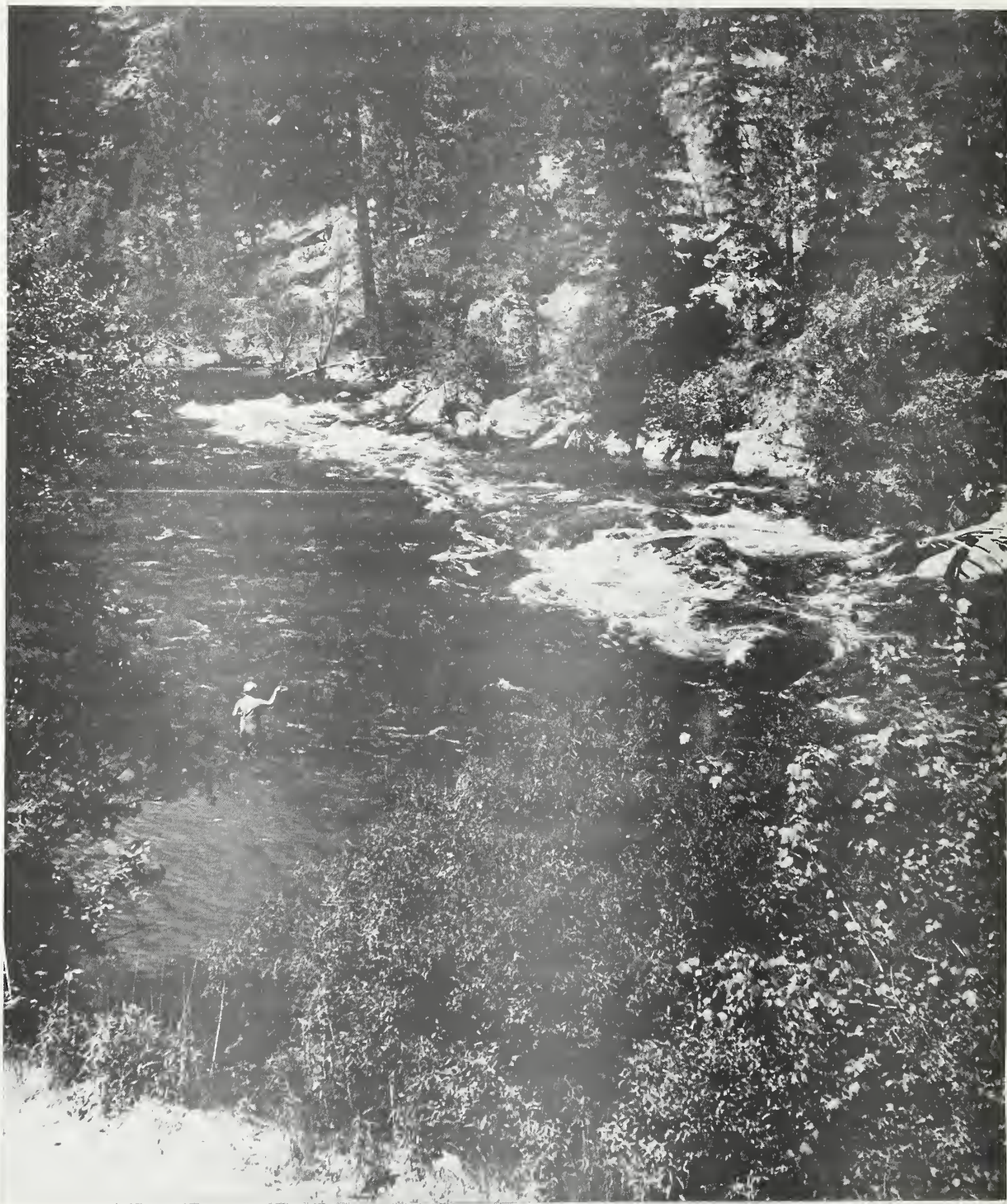
The Missouri River Recreational Waterway includes the Missouri River from Fort Benton to the head of Fort Peck Reservoir,

The Flathead River Recreational Waterway includes the Flathead River above Flathead Lake, the North and Middle Forks and the South Fork above Hungry Horse Dam,

The Rock Creek Recreational Waterway includes Rock Creek east of Missoula, and

The Smith River Recreational Waterway includes this river from its forks to its confluence with Hound Creek.

In addition to the Missouri and Flathead River units of the system that are already included in study status of the National Wild and Scenic Rivers System, it is recommended that the others also be considered. Other rivers will undoubtedly be added to the state system as studies develop.



Clean, free flowing rivers and streams provide values beyond measure. The Montana Recreation Waterway System seeks to preserve these priceless examples of the state's natural environment. (U. S. Forest Service picture)

DEMAND FOR OUTDOOR RECREATION

There has been a trend since the end of World War II toward greater popular involvement in participation type leisure activities. All types of outdoor recreation have been beneficiaries of this trend. It is thought that these activities will continue to enjoy growth as a group compared to the more passive indoor leisure activities such as viewing television, listening to radio and reading. Some of the more significant determinants of demand for all types of outdoor recreation activities in Montana are urbanization, mobility, transportation facilities, leisure time, resident population, age, education, income, health, climate, facilities, fees, expectations and communications.

Urbanization and Mobility

The geographic movement of people from other states to Montana is only one aspect of mobility. In the past fifteen to twenty years, there has been a great change or redistribution of population within Montana. The state population has become more urbanized as it has grown in numbers. Population congestion and crowding, however, are largely unknown in Montana. The population per square mile as of 1960 was only 4.1 persons. In the final analysis, urbanization in Montana has not produced large population concentrations.

Urbanization may influence demand for outdoor recreation in several ways. There is a belief held by some that urbanization lowers participation in outdoor activities by those living in urban areas. Since more forms of recreation and entertainment are available in urban areas, some either discontinue such activities as hiking, swimming, camping, etc. or the amount of time spent on these activities declines per person. However, it is quite possible that different types of outdoor recreation will be sought by urban residents. Thus, the amount of time spent outdoors would not decrease so much as it would be directed into urban type activities. The problem is not only complex but subject to great variations throughout the country.

As an increasing proportion of our population is born and reared in urban environments, there is danger that traditional education by parents of the young about outdoor activities will decline. This will likely be offset, however, by the vastly broadened opportunities for travel and by the wider range of learning experiences offered by today's

educational systems. Parental influence upon recreation preferences of the younger generation is probably going to be of much less significance in the future than in the past.

Another important aspect of urbanization is the increasing spatial requirements of cities. Land formerly used for outdoor recreational activities may no longer be available for this use. Also a growing population center requires land for residential sites, roadways, factories and other purposes, thus competing for effective outdoor recreation resources. The bargaining power of cities can be quite persuasive indeed.

As urban areas become more industrialized, they will be in strong competition for water. It is impossible at this time to predict what industries will locate within the state through 1985 and what their resource requirements would be. In Montana, land that would be withdrawn from areas immediately bordering towns and cities for their spatial growth would probably have its greatest effect upon the requirements for urban park needs rather than the requirements for general outdoor recreation areas of the type needed for camping or picnicking. Urban visitors from other states can be expected to have an increasing impact on Montana. This impact will be most strongly felt in the vicinity of Yellowstone and Glacier National Parks. Other areas will also be affected both by tourists driving to and from the parks and by others seeking the less heavily visited areas.

Transportation Facilities

Currently the great bulk of participation in nonurban outdoor recreation activity is made possible by the private vehicle, whether of resident or out-of-state origin. Therefore, the quantity and quality of the state, as well as the interstate highway network, is a factor in the demand. Continuing improvement of the highway system will result not only in greater numbers participating, but also in more participation per person.

Good highways mean that residents can travel longer distances to recreation areas and resident demand will increase as a result. Improvements to roads and the construction of roads to recreation areas where roads did not previously exist will have a direct effect upon demand.

For many recreationists, however, the inaccessibility and thus the relatively limited number of other users is the chief attraction of an area. Consequently, in order to provide a well-rounded recreation program, certain natural resource areas must be kept free of roads, and in other situations the vehicular access should be kept to a very limited basis.

A great deal of recreation value is derived from the

simple act of driving through the countryside. For many of the elderly or for some of the handicapped, driving for pleasure is perhaps the major recreational outlet in relation to the use of natural resources.

The impact of air travel upon demand for outdoor recreation has already been dramatically illustrated in many parts of the nation. The impending developments in mass air transportation carry a potential for recreation demand that is immense in scope, with consequent serious implications for Montana. The latent "market" for recreation opportunity in the populated centers of the east will inevitably be expressed in an increase in visitations to the recreation attractions of the natural environment states such as Montana. Given the capability and finances of the private sector in stimulating this demand, the first effects will likely be noted in the near future rather than a decade hence. The cumulative effect of a decade of this kind of activity is beyond estimation at this time. Several aspects are clear, however, and these are the opportunity for the private sector, the intensification of demand and the consequent need for firm land use plans for the natural resource. Effective management of visitor use is the overriding implication of this as yet incomprehensible demand if the environmental effects are to be controlled.

Leisure Time

There has been a secular trend for many decades toward increasing amounts of leisure per capita. A number of factors contributed to increasing leisure including technological developments, rapidly rising real incomes, legislation and philosophical outlooks. When leisure is available, people do not seek just physical rest and relaxation. Man's imagination and creativeness have produced a wide range of products and the means of acquiring them. Many of these are leisure devices.

For persons gainfully employed, a decline in the work year has taken place. However, the number of hours worked during the typical work week has not declined appreciably since the early 1930's. Unstabilizing factors such as the depression of the 1930's and World War II have caused shifts away from the forty-hour week, but still for most full-time workers, the forty-hour week is standard. Decreases in the hours worked have come from increases in paid vacation periods and additional paid holidays. By 1976, the average number of hours worked per week is estimated at 35.4 hours.

In summarizing the use of leisure time for outdoor recreation, the following observations seem justified: Demand upon facilities is greatest during Saturdays and Sundays; vacation periods are not as heavily utilized by residents for outdoor recreation as by nonresidents;

therefore, nonresidents have greater flexibility in being able to participate during week days Monday through Friday. It would appear that through 1985, increasing leisure time will have a direct effect upon increasing participation.

Resident Population

Population is a major determinant of demand for outdoor recreation. It seems likely that population increases will result in increased demand for recreation regardless of reasonable changes in other influences.

Montana's population has grown slowly during the past decade and in 1970 will number some 716,000. It is anticipated throughout this plan that population growth will continue from 1970 to 1985, but at a slow rate. This slowly growing population will nevertheless continue to generate a demand for increasing amounts of outdoor recreation in all regions of the state.

Age Distribution

A discussion of the age group composition of our population has a bearing upon future demand for recreation because certain age groups have a greater propensity to participate than others. By identifying those existing groups and measuring the change in population age group composition during the next fifteen years, it becomes possible to estimate the magnitude of outdoor recreation demand. Further, analysis of composition of the resident population can provide meaningful indicators of the types of activities to plan for and the resources required to provide these activities.

The state of family cycle or age distribution for active participants shows that participation in these activities tends to decline as a person becomes older. Between 1965 and 1975, a significant number of young persons will become fourteen years of age. At the other age extreme, between 1965 and 1975, only about six percent of our population will reach the age of sixty-five. Therefore, it can be seen that the gains in the most active age groups exceed the losses in the less active. This will tend to increase demand for outdoor recreation.

Education

It is difficult to generalize upon the effects of education upon recreation demand since education is related in turn to income and to occupation. The contents of the educational curriculum would appear to have a significant influence, however, since concepts of conservation, enhancement of natural environment and recreation itself are matters of academic concern. It is generally agreed that the scope

and quality of education at all levels today is far superior to the very recent past. The cumulative effect of this upon demand can only be surmised at this time.

Today's education emphasizes citizen involvement and participation in the issues of our time. On the individual level, physical fitness is again undergoing a resurgence of interest. Not only formal education, but also the informal education gained through participation in youth organizations contributes to an awareness of the pleasures and benefits of outdoor activity. There is intensifying effort in the state to provide young people with conservation education through clubs such as 4-H, scouting and many others. While the obvious effect upon demand appears to be a significant increase in terms of numbers participating, there is also the probability that the degree of individual responsibility in the use of natural resources and in the use of developed facilities will increase as a result.

Income

Several conclusions about the effect of income levels upon demand are possible. As personal incomes rise, there is a concurrent increase in participation in outdoor recreation. But greater participation in outdoor activities as the result of higher incomes may be somewhat misleading. Incomes, in themselves, are not the usual determinant of whether one participates. Lower incomes may be associated with older persons who are retired and have very limited incomes. Age and physical disabilities may cause some to refrain from all outdoor activities except the most inactive. A person who is physically unable to work is quite probably unable to engage in many outdoor recreation activities. Persons who are occupationally unskilled may work longer hours to earn their lower incomes and therefore, do not have time to participate. Thus a number of reasons exist to explain why lower income groups participate less in outdoor recreation.

Family incomes have been rising in the United States since World War II. As the result of rising incomes, family spending patterns for consumer goods have changed. Expenditures made for outdoor recreation are made largely from discretionary income which is income available after necessities have been taken care of by an individual, family or group. There is considerable latitude used in determining what products constitute necessities. The U. S. Bureau of Labor Statistics would require that the expenditures be large enough to achieve a modest but adequate level of living. Expenditures exceeding this point would be considered discretionary.

Incomes will probably continue to rise during the next ten years and personal expenditures made for outdoor recreation probably will continue at least at present levels and

will likely increase due to increases in population and the effects of rising incomes.

Health

In recent years, there has been a continuous and considerable quantity of communications directed toward the general public about matters of health. Campaigns have been conducted to increase awareness of accidents and diseases and, particularly in the latter, ways of detecting and avoiding major health problems.

A progression in the reduction of health hazards such as diseases or accidents will continue during the next decades. Quite probably the effect of improving standards and levels of health within the state and increased longevity will have a positive influence upon participation in outdoor recreation, if only slightly.

Climatic Conditions

Climatic conditions are both cyclical and seasonal in Montana. Within a given year, the capricious nature of Montana's climate may provide wide variations, for example, in outdoor recreation conditions. Of course, conditions that make a good hunting season may produce a poor picnic or camping year. Climatic conditions tend to shift demand from one area of the state to another. Thus if fishing is good in a given area, more sportsmen may be expected to go to that area than if conditions were unfavorable for catching fish.

At this time, it is impossible to predict weather patterns throughout the state of Montana for even short time periods. As meteorological capabilities increase, and if long range forecasting for several years in the future becomes possible, recreation planners may be in the fortunate position of using long range weather forecasting in their outdoor recreation planning programs.

Outdoor Recreation Facilities

Probably the most important controllable factors affecting demand for outdoor recreation are the existence and location of facilities that support these activities. Facilities consist of fish hatcheries, bird and grain production farms, picnic tables, camping areas, sanitary and bathing facilities, boat launching areas, swimming pools, playgrounds and the like.

There exists the possibility that the observed increase of demand in an area with new facilities results from a shift of demand from other areas as well as a subsequent increase

in total participation by residents of the areas where facilities are newly constructed or elsewhere. Not only is demand shifted, but local residents have a greater propensity to use the facilities, thus increasing total participation.

User Fees

The payment of fees for participating in or observing outdoor sports or recreation activities has become an accepted practice. No one expects to attend a world series without a ticket, purchased well in advance, nor do we expect to visit a national park without payment of an entrance fee. An increase in cost of a ticket or license can be expected to cause a temporary reduction in sales and the less motivated person may cease to participate; however, his place is soon taken by a younger, more highly interested person and the decrease in sales is normally found to be only temporary. This phenomenon is well-documented in the experiences of various state fish and game departments that have recently increased the price of hunting and fishing licenses.

It is probable that fees at times become symbolic and represent arbitrary use of authority, but consideration of the small cost of fees for outdoor recreation activities in relation to other expenses incurred soon causes the average participant to resume an active role and his initial irritation is forgotten.

High fees may, however, cause a shift in demand. If tow fees on the ski slope become exorbitant, it may influence an increase in ski touring, snow skiing or snowmobiling. Likewise, the rate of participation of low income groups or less motivated persons may be influenced by the charging of fees. The charging of fees at picnic and campgrounds may for a time at least cause people to seek out-of-the-way, undeveloped areas for these activities if such areas can be easily located. Most people, however, do not object to the payment of a reasonable fee for the use of facilities in a well-kept outdoor recreation area and the impact on demand is slight. The structure of fee systems should, however, make provision for the right of the individual to participate in a certain amount of outdoor recreation regardless of the ability to pay.

Expectations of Recreationists

People engage in outdoor recreation activities because of real and/or imagined values they anticipate receiving. In the process of outdoor recreation, they incur a number of "costs" which, in part, have a monetary value in the market place, and in part, require expenditures of time and effort which may have no commensurate monetary values assignable.

Not only must supplies, equipment and clothing frequently be obtained in advance, but the participant in some activities must travel to recreation areas. Quite probably, these preparatory activities also possess utility. The preparation and anticipation of a swimming, picnicking or sight-seeing trip can provide many satisfactions in themselves to participants.

Motives for outdoor recreation are complex and varied. There are no standard motives that would apply to every participant. Reasons for participating in outdoor recreation include: the desire for health maintenance or improvement, a change from daily habits or routines or usual patterns of living, conformity and emulation, where activities of others are followed, individuality or the opportunity to do something different, creativeness, self-expression and the ability to engage in a tangibly productive form of recreation, companionship received from others involved, identification with nature, and a restful and quiet environment.

The expectations of participants about satisfactions achieved in outdoor recreation are important determinants of what activities they pursue, where they go and when. It is difficult to determine with any fine degree of precision whether these expectations are being fulfilled. There are preliminary indications, from several years of Montana summer campground studies, that participants engaged in the activities associated with camping in the outdoor environment generally are satisfied with outdoor recreation in Montana. The whole area of user expectation and satisfaction is one in which considerably more research is indicated. Such research would seek to determine user preferences as to activities and facilities, the degree to which these preferences are being met and the directions that future plans should take to satisfy public preferences.

Communications

In an era in which our population is both highly mobile and accustomed to rapid dissemination of information, the importance of communications increases. One method of increasing the utilization of outdoor recreation resources and at the same time maximizing satisfactions of participants is to relay information to them about the existence of resources, locations and conditions. Subsequently, they can incorporate the information into their plans if they wish to do so.

Communication also serves as a feedback of information whereby the agency learns of users' interests, likes and dislikes about recreation within the state of Montana. As mentioned above, continuing studies of public recreation preferences are needed to assure the responsible authorities adequate information upon which to base new recreational programs, developments and acquisitions.

Communication is a tool that can have a significant influence upon demand. As a two-way mechanism, it provides both the administering department and participants with the opportunity of conveying information that may be important to the other party. In fact, both parties have mutual interests. Recreational objectives could be interpreted, and accurately so, as being the summation of the personal objectives of individual members of the public.

Dynamics of Alternative Arrangements in Resource Use

Outdoor recreation planning on a comprehensive scale is a dynamic and ever-changing program. The planning process must continually assess the changes in demand, use and participation and concurrently evaluate the possibilities for alternative arrangements to accommodate the changing patterns of use.

Some examples of the dynamics of alternative uses would be the gradual development of city parks to accommodate increasing numbers of people, multiple use development of land such as fishing access sites to accommodate camping, picnicking, boat launching and utilization of recreation roads designed primarily for access to summer recreation areas as part of snowmobile tour trails during the winter months. Logging roads can be signed and winter use encouraged for cross-country skiing, snowshoeing or snowmobiling. Adequate land acquisition can provide undeveloped natural areas adjacent to campgrounds. These undisturbed areas are available for later use as dictated by demand or they may be left in an undeveloped state for nature trails and casual use.

Installation of interpretive devices and local news releases can be employed to open up existing areas to new or different recreation pursuits. Care should be exercised so that this initiation and encouragement of additional use does not detract from the environment and that natural beauty is protected and enhanced.

It can also be expected that demand will change in unexpected ways in the future. One direction of change already clearly indicated, however, will be the increasing use of motorized equipment. Such equipment as snowmobiles, motor boats, trail bikes and various types of campers and vans are clearly in the ascendency. Any plans that fail to take this growing interest into account will surely be deficient in serving future user interest.

The same growing demand for mechanized equipment will raise even more serious problems of environmental quality than those already encountered. Trail bikes increase erosion, motor boats can disrupt swimming and fishing, pickup campers and motorized vans will increase pressure on campsite environments and snowmobiles damage winter

wildlife ranges and disrupt feeding patterns. There is a need to develop plans and policies to direct and divert participants to alternative recreational resources and activities. While facilities can be provided for some mechanized activities, those that require wilderness or natural conditions for their enjoyment are self-defeating if allowed to proliferate beyond the design capacity of the resource base.

Other technological advances are capable of providing attractive alternatives to present uses. For instance snow-making machines can extend the skiing season both in time and into areas where natural snow is insufficient for good skiing. Perhaps ways can be found to utilize waste heat from future nuclear power plants to enhance swimming and some types of fishing instead of permitting it to contribute to thermal pollution of streams best suited to cold water. Such technological developments would quickly be followed by increased demand for the affected activities.

Quality of the Environment

The quality of the recreational environment is a major determinant of user demand. Desirable environmental conditions are naturally preferred. While the concern for the quality of the environment is not a new phenomenon, it is only in recent times that intensified action in this regard has been undertaken. Planning for a total environment of high quality is an even newer concept and because of this, there are as yet few if any recognized standards or criteria which may be used to assess the quality of the environment as a basis for decisions or actions.

Environmental planning will encompass designation of those aspects to be preserved and retained, those to be enhanced and those to be restored. Inevitably, choices must be made from among several opportunities and in these instances comparative evaluations must be undertaken. While criteria for defining such resources as scenic or wilderness areas, scenic roads and highways are in existence, there is still a need for criteria which will enable a planner to identify and distinguish between gradations of quality on a uniform basis.

Evaluation of quality must of necessity proceed in two general directions, that of aesthetic considerations (visual aspects) and biological phenomena. In the former the process will be one of crystallizing concepts which are largely intuitive with most people at this time. In the latter, the process will be one of categorizing elements more susceptible to measurement.

Development of these criteria will be undertaken as one of the major elements of the continuing planning process.

Summary of Demand

Demand for outdoor recreation can be seen to be the result of a large number of social, economic, cultural and environmental influences. The number, income, places of birth and residence, education, age, type of employment and attitudes of Montana residents all help shape the resident demand for outdoor recreation. Nonresident demand is influenced by these same factors and by the quality of transportation as well. All of these influences appear to be working in the direction of increasing demand, for both residents and nonresidents.

POLICIES, STANDARDS AND RECOMMENDATIONS

The Montana Fish and Game Commission by legislative designation has the central role in satisfying outdoor recreation needs. However, if these needs are to be met adequately and the quality of the environment maintained or improved, agencies at all levels of government along with private individuals and organizations must be involved.

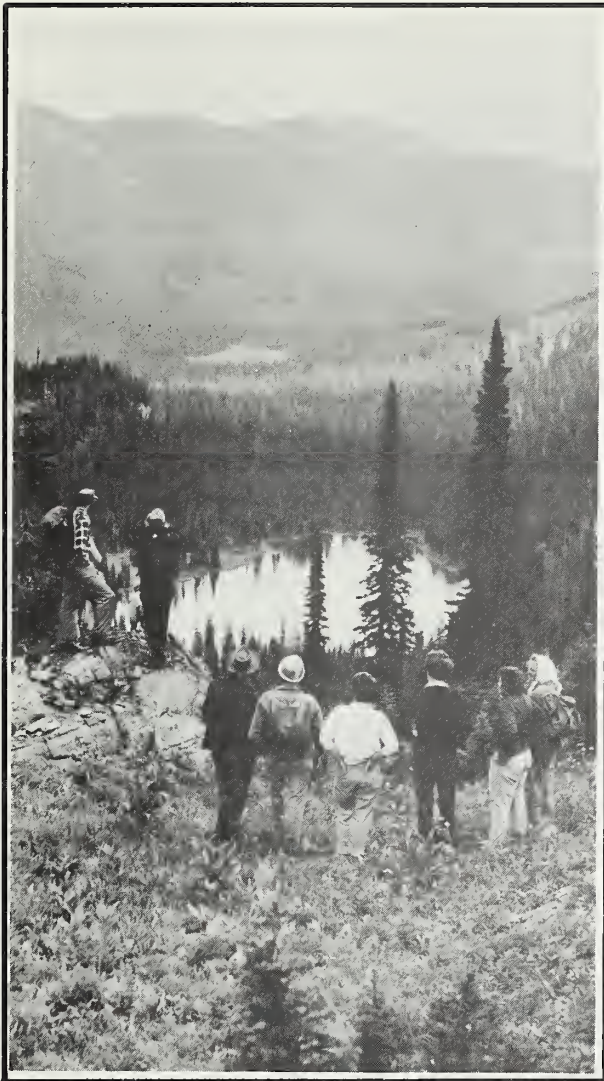
The Role of the State in Environmental Quality

It is the responsibility of the state through its various agencies to maintain an environment of the highest quality for its people and to assure that this high quality will be preserved for the benefit of generations to come. Major state efforts will be directed to those aspects of environmental quality which are nonurban in character. However, since leadership, encouragement and funding are needed in the development and maintenance of high standards for the urban environment as well, efforts will also be made in this direction.

Protection and improvement of the environment will be achieved by maintaining existing conditions and resources which are desirable, enhancement of those which are in need of improvement, restoration of desired qualities lost and prevention of similar losses in the future.

In those areas of an undisturbed natural environment, efforts will be directed to preservation of scenic areas, protection of the natural or wilderness character, maintenance of an appropriate habitat for wildlife and freedom from pollution. Pure water, clean air, unspoiled vegetative cover and unsullied land resources are the characteristics of the kind of environment desired.

The state is also concerned for the vast middle ground of the environment including those areas which undergo partial or complete development for industrial, agricultural or other economic purposes. Problems of pollution, both physical and visual, are more intense here and attention must be directed toward both prevention and restoration. Some of the major problems are disfigurement of the landscape, destruction of vegetative cover, loss of free-flowing, uncontaminated streams, the disruption of wildlife areas, the occasional lack of aesthetic concern in the design and placement of physical structures, and the disruption occasionally caused by the location of major travel routes. The development



Appropriate recreational use
of prime natural resources.
Jewel Basin, near Kalispell,
a favorite area for back
country hiking.

of comprehensive land use plans with attendant zoning recommendations could be a tool in the handling of environmental problems in this category.

While the urban environment is less susceptible to the direct influence of the state, urban areas are nevertheless significant in planning because it is where most of the people live. To the degree that the state can provide information, direction and funding, it should aid in establishing optimum urban environments. Such environments would be characterized by an orderly physical plan--a plan that would provide a balance between structural development and the landscape environment, control of traffic, adequate open space and parks and recreation facilities. Freedom from visual pollution of the landscape and physical pollution of the air and water are further hallmarks of a desirable environment.

In order to implement the goals of environmental quality outlined above, attention should be directed toward establishing criteria to evaluate and assess these aspects, determination of priorities, necessary legislation and allocation of funding.

The comparatively limited economic capability of most agencies engaged in providing outdoor recreation opportunities dictates that a very selective approach be taken with regard to meeting needs. Because the obligations of the state and its agencies are broad and extensive, even greater care must be exercised in order that the most effective use be made of available funds.

It is the role of the state to provide for the appropriate recreational use of its natural and cultural resources. These recreational uses range from appreciation of the environment and natural history to the intense physical effort required by active sports. Examples of the kinds of activities which fall within the scope of the state's obligation are camping, picnicking, walking and hiking, nature study, including rock collecting, study and appreciation of cultural resources, all water oriented recreational pursuits, fishing and hunting. Resources offering these opportunities are provided through several state agencies.

The State Fish and Game Commission has the responsibility for management of the fish and wildlife resources of the state. This responsibility is to provide the citizens of Montana and the nation with the optimum amount of recreational hunting and fishing compatible with the well-being of the species involved. In Montana hunting and fishing are among the most important recreational pursuits. Often the level of development and the intensity of use of other recreational facilities are determined by the hunting or fishing success attained in a particular area.

The Montana Fish and Game Commission also has a responsibility in the preservation of Montana's heritage. This agency administers state monuments, which include many sites important in Montana history such as Indian battlegrounds, buffalo jumps, fur trading posts, old mining towns and other evidences of Montana's past. The commission has recently been named to administer the National Historic Site Preservation Act which, when adequately funded, will provide federal assistance to acquire and preserve sites of a historic nature.

To accommodate recreational activities, the state provides resource areas of various kinds. The more active general outdoor pursuits require large areas of natural environment, preferably extensive enough in size to provide for considerable open space in addition to that required for development. Effort is made to include representative examples of the best types of the natural environment and natural resources the state has to offer.

The interest in natural history phenomena, whether from recreational, inspirational or educational points of view, requires that most unique geological, topographical or biological resources be identified, included in a protected category and made available for appropriate use. The importance of the scientific study of these resources is recognized, and in several instances this should be the primary reason for their preservation.

Resources provided for recreational use will be of a type and quality that will make them of statewide significance. They will have sufficient attraction to draw visitors from throughout the state, as illustrated by recreation areas on Flathead Lake, unique examples of geologic or physiographic resources such as Lewis and Clark Caverns, Makoshika and Medicine Rocks State Parks, natural historic landmarks along the Missouri River, or sites which provide access to prime fishing streams.

To summarize responsibilities of the state in relation to recreation activity, emphasis will be on those pursuits where the natural resource itself is paramount in providing a satisfying experience. Activities that require costly development or extensive modification of the resource as a prerequisite to specialized use by a small part of the population will not be given high priority. Activities involving highly selective use should be provided at the local government level, by the private sector or by nonprofit groups.

The provision of lands and facilities for recreation involves a determination of what level of demand should be satisfied as consistent with financial capability. For resources of statewide significance, there will be a corresponding statewide level of demand. To the extent that it is

feasible, the state will attempt to meet these responsibilities.

Existing Policies and Standards Guiding State Agencies

As public agencies proceed with the planning process, new demands are identified and new problems are encountered in attempting to respond to the requirements of recreationists. With growing statewide interest in the total environment and greater emphasis upon increased quantity and higher standards of resource and facility development, existing legislation and other mechanisms of implementation are no longer completely adequate to the dimensions of the problem. In order to assess what future requirements for legislation and other state actions will be, it is desirable to restate some of the most pertinent current policies and standards which have been enacted to meet either general or specific needs. A resume of these policies is presented in this chapter and a subsequent section provides an analysis of how these policies might be expanded to enable agencies to respond effectively to the problems thrust upon them.

The Montana Legislature, as the state's highest ranking policy making body, has recognized Montana's outdoor recreation potential. Its recognition is reflected in recent legislation, some of which is detailed below.

Smith River Study

The Legislative Assembly of 1969 passed a number of bills and resolutions dealing with recognition and development of Montana's recreation resources. One of the most significant was House Joint Resolution No. 12 quoted as follows:

Now, Therefore, Be It Resolved By The Senate
And House of Representatives of the State
of Montana:

That the governor's council on natural resources and development, with the assistance of the legislative council, conduct an interim feasibility study of the possibility of acquiring state lands in the Smith River Canyon in western Meagher and southern Cascade counties, together with some of the tributaries thereto, for the purpose of establishing the "Smith River Recreational Park," and

Be It Further Resolved, that a written report on the study together with the council's recommendations be submitted to the governor on or before December 1, 1970, and...

This resolution, instructing the Governor's Council on Natural Resources to conduct an interim feasibility study, provides for involvement of those state agencies concerned with the management of the natural resources of Montana. These agencies include:

Commissioner of State Lands and Investments
Director of the Department of State Fish and Game
State Forester
Secretary of the Grass Conservation Commission
Director of the Montana Water Resources Board
Executive Secretary of the Oil and Gas Conservation Commission
Director of the State Bureau of Mines and Geology
State Highway Engineer
Commissioner of Agriculture
Executive Officer of the State Board of Health
Director of Planning and Economic Development
Executive Secretary of the State Soil Conservation Committee
Chairman of the Outdoor Recreation Advisory Committee
Member of the Water Well Contractor's Examining Board
Secretary of the Water Pollution Council, State Board of Health
Member of the Sanitarians Registration Council, State Board of Health.

This resolution is important in that it provides for a study and recommendations to the legislature on a particular area. But, the fact that it brings all agencies together to consider outdoor recreation potential is of greater significance, indicating strong legislative concern for the environment and its recreational uses. If this approach to assessment of the recreational potential of an area is successful, it could serve as a model for future studies.

Water Resources Act

The Montana Legislative Assembly, by passage of the Water Resources Act of 1967, created the Water Resources Board by combining the office of the State Engineer and the Water Conservation Board, to "coordinate development and use of the water resources of the state so as to effect full utilization, conservation and protection of its water resources." This policy further states, "The water resources of the state must be protected and conserved to assure adequate supplies for public recreation purposes and for the conservation of wildlife and aquatic life." This board is preparing a comprehensive state water plan.

Stream Preservation Act

Stream channel preservation was given overwhelming approval by the 1965 Legislative Assembly when the stream preservation law enacted in 1963 was given permanent status.

In this way the protection and preservation of fish and game resources, particularly fishing waters, was declared to be a policy of the state.

The law provides that agencies or subdivisions of the state government shall give the Fish and Game Commission advance notice of projects affecting stream channels.

The Fish and Game Department reviews plans for such projects and, if damage will occur to fish and game habitat, the commission makes recommendations to avoid or minimize the damage. The law also provides for arbitration if agreement cannot be reached between the Fish and Game Commission and the construction agency.

Excellent interagency cooperation has been evidenced in carrying out the provisions of this act.

An Act Reserving All Unappropriated Water From Certain Enumerated Streams for Fishing and Wildlife Purposes Except for Future Appropriation for Municipal and Individual Water Supplies.

The purposes of this act are explained by the title. The streams enumerated contain all of the streams in the state recreational waterway system except the north fork of the Flathead. Eleven streams in the state are named in this act and its effective date is July 1, 1969.

The Dredge Mining Regulation and Land Preservation Act

This act, effective July 1, 1969, declares it "to be the policy of the state of Montana to protect its lands, streams and watercourses from destruction by dredge mining and preserve the same for the enjoyment, use and benefit of all of the people, and that clear and unpolluted water in the streams, rivers and lakes of Montana suitable for recreational, domestic, industrial, commercial and agricultural purposes is in the public interest."

The provisions of this act apply on land whether publicly or privately owned and the State Board of Health is named as the administrative agency.

State Park System

The Montana Legislature created a state park system and later vested its administration in the Fish and Game Commission. This gave the commission the necessary duties and powers for "conserving the scenic, historic, archaeological, scientific, and recreational resources of the state, and of providing for their use and enjoyment, thereby contributing to the cultural, recreational and economic life of the people and their health..."

This program is funded through legislative action, by appropriation from the general fund and special acts providing earmarked revenue. One such special act provides that six-tenths of one percent of the gasoline dealers license tax be deposited in an earmarked revenue fund to be used only for creation, improvement and maintenance of state parks where motorboating is allowed.

Another special revenue act effective July 1, 1969, provides for the licensing of snowmobiles for a fee of not less than six dollars annually. It is further provided that one-third of such receipts be deposited in an earmarked revenue fund to be used in improving and maintaining land based state parks.

The Fish and Game Commission has promulgated policies and guidelines for carrying out its responsibilities. It has adopted policies pertinent to outdoor recreation which include a water development policy that briefly states, "...unspoiled recreation areas must be retained for the future, and encroachment upon irreplaceable, wild and semi-wild rivers and their watersheds must be resisted ...The Commission feels that unspoiled wilderness areas are inextricably interwoven with fish and wildlife considerations."

The commission has also adopted a policy for the designation of various areas under its administration managed for outdoor recreation purposes. These designated areas include:

- State parks
- State recreation areas
- State monuments
- State recreational waterways
- State recreation roads and trails
- State fishing access sites.

In addition to establishing criteria for designating state areas, the policy statement also includes a description of a typical area and suggested measures for development and management. The complete text can be found in the State Parks Report in appendix F.

The commission also operates under guideline policies for management of big game, small game and the fisheries resource. These policies generally state that the overall objectives are to provide and maintain the greatest possible amount of recreational use of these resources by proper management of the habitat and the species involved, and to provide the greatest public benefit by planned, regulated harvest.

In recognition of the adverse effect which the uncontrolled use of pesticides and herbicides may have on the environment, and therefore the reduction of the recreation

potential in Montana, the Fish and Game Commission has adopted the following policy.

- (1) Oppose mass aerial spraying of public lands in Montana with any of the chlorinated hydrocarbon chemicals,
- (2) To protest the mass aerial application of other pesticides, including herbicides, on public lands in Montana until the users conduct intensive studies on limited areas to determine the chemicals' effectiveness in controlling the target organisms and also its effect on other fauna and flora and to inform the public of their findings,
- (3) To request that federal agencies reevaluate their policies and concept of multiple-use of public lands in relation to mass use of pesticides, and herbicides,
- (4) To make information relative to the use and total effects of pesticides, including herbicides, available to the public.

The commission has also adopted a policy concerning the designation of certain outstanding streams as recreational waterways with the intent to accomplish three major goals...

- (1) To maintain our better streams as free flowing, productive waters, and to improve their quality and recreation potential wherever possible,
- (2) To improve the less-than-prime streams so they may eventually be of high enough quality to qualify for placement in the system,
- (3) To develop the recreational waterways in a manner that will encourage and obtain optimum recreational use by Montanans and their guests.

Recognition of Montana's assets and expression of a desire to preserve and enhance these values has not been confined to activities of the Montana Legislature or the Fish and Game Commission. An example of this is the action of the Montana State Water Pollution Control Council that has promulgated policy statements and a system of water quality standards and classification that has been found acceptable by the Federal Water Pollution Control Administration. The use of water for recreational purposes has been fully recognized by this agency and this need is reflected in the classification system.

Legislative Needs

The above policies and guidelines provide the agencies involved with direction and goals, but they are more than that. They also represent a start toward action that results from a populace truly concerned about the quality of their environment and determined to do something about it. A great deal remains to be done by Montanans who are proud of their state. Some of the more critical problems are listed below. Strong air pollution controls are needed. The air pollution problems in Montana occur as isolated instances and not as a widespread phenomenon as is the case in more industrialized, crowded areas. Now is obviously the time to institute proper controls.

Montana has not yet established adequate controls concerning the use of herbicides and pesticides. The use of so-called hard pesticides or the chlorinated hydrocarbons, of which DDT is in the most widespread use, should be brought under strict control.

Land use legislation is needed to assure the people of Montana that in disturbed areas, such as strip mines, the surface will be restored to a useful state.

Legislation is needed to make the use of water for fish, wildlife and recreation an established beneficial use of this resource. Use of water for these purposes is largely non-consumptive and nonpolluting and needs to be recognized.

Adequate financing of established programs and funding of new ones designed to enhance the quality of the environment is a problem of longstanding. Money is needed to finance certain functions, including studies in land use and classification, a state land resource development plan, and an in-depth survey of the historic sites of Montana.

New Programs

Progress is being made toward the establishment of new programs to enhance the recreation potential of Montana. As the interstate highway system is constructed across the state, it presents an exceptional opportunity to construct small water storage reservoirs by building dams rather than fills across small drainages. This program has received initial funding and will be an active new program in the coming biennium.

A survey and evaluation of the historic sites in Montana and preparation of a statewide historic sites preservation plan has been funded in a very limited way on both the state and national level. An inventory of historic sites was completed

for purposes of the recreation plan and appears in appendix E. Further in-depth surveys and preparation of a plan await adequate funding; however, an application for a start on such a program has been submitted to the National Park Service for approval.

Snowmobiles are becoming extremely popular and recent legislation provided for their registration and for a part of the fee to be used on land based parks. The laying out and marking of trails and securing necessary easements for their use plus provision of necessary facilities will constitute a new and needed program.

A law providing for the creation of conservancy districts was recently enacted. This new legislation provides for the creation of conservancy districts to, among other things, "enhance fish and wildlife habitat" and "improve recreational facilities." The use of water for these purposes is defined as a beneficial use in districts so created. This program awaits implementation.

The Natural Resources Council, composed of all state agencies having responsibilities in the natural resource field was recently expanded, a permanent chairman established and instructed to meet at least every sixty days. This legislation will bring new emphasis to the entire field and as a corollary, it would be desirable to create such a council on human resources. This council would be involved in the broad field of human resources and concern itself in part with enhancement of the recreation resource and total environment. Such a council, serving in an advisory capacity to the Governor, could serve to focus attention on problem areas and suggest lines of action.

The enforcement of rules and regulations on public recreation areas is an important part of administration. The 1969 Legislature increased the duties of game wardens to include enforcement of anti-littering laws on areas open for public recreation. This law also includes enforcement of laws against vandalism and makes the wardens ex-officio fire wardens. This legislation will encourage landowners to allow public recreation on lands heretofore closed because of littering, vandalism or fire.

Allocation of Federal Funds

Allocation of federal assistance funds to local subdivisions of government will be made by the Fish and Game Commission for the Land and Water Conservation Fund and for the Historic Site Preservation Act when funds become available in the latter program.

Additional federal funds are allocated by various state agencies to meet deficiencies on the local level. A complete

assessment of these programs has not been accomplished.

The office of federal-state coordinator will have responsibilities in the manner of allocation of federal assistance.

Role of the Federal Government

The preceding material has emphasized the role of the state. Other levels of government and the private sector also play important roles in the provision of a variety of outdoor recreation opportunities for Montana residents and guests.

Federal agencies generally fulfill needs of national significance. The fact that approximately one-third of Montana's land is in federal ownership would indicate a vast potential for satisfying recreational needs. Much of the public land involved is characterized by natural beauty and spaciousness. Topography varies from rugged mountain ranges to open grassland prairies.

This abundance of land makes possible the provision of a broad variety of recreational opportunities. One resource that is entirely dependent upon an unchanged natural environment is wilderness. Here outdoor recreation of the highest quality is available including hiking, horseback riding, exploring, nature photography and back country camping, as well as opportunities for unexcelled fishing and hunting.

The lands administered and those being studied for classification under the Wilderness Preservation Act by the Forest Service, National Park Service, and Fish and Wildlife Service are of prime national and in some cases, international, significance due to their special character. Primitive areas under the jurisdiction of the Bureau of Land Management, although not formal wilderness, provide much of the same type of unique experience.

These same agencies also make available tremendous amounts of natural environment based recreational facilities easily accessible to the general public by roads. These include camping and picnic sites, scenic drives, rockhounding locations, hiking and horseback trails, as well as those used by motorbikes and snowmobiles. Access is also provided to, and opportunities for, hunting and fishing in superb settings. These are by no means the full range of outdoor recreational opportunities available on Montana's vast federal lands.

In addition to the types of facilities mentioned above, federal agencies in Montana make important contributions to outdoor recreation in many other ways.

Many aspects of environmental control are provided through the functioning of the Department of Health, Education and Welfare, and the Federal Water Pollution Control Administration in cooperation with the state. These emphasize high standards of water and air quality that enhance the enjoyment of recreational opportunities throughout Montana in both urban and rural settings. In the event that state control of air and water quality is not completely effective, the Federal Government is expected to take appropriate action.

Funding for outdoor recreation programs on a state, local, or private level, is made available through a number of federal sources. These funds are contingent upon meeting responsibilities for environmental quality.

Role of Local Government

Local units of government in Montana, including counties and cities, play a major role in providing recreation to meet the needs on a local basis.

The role of the cities is generally concerned with the urban environment. Theirs is the responsibility to provide outdoor recreational opportunities where a large percentage of the population lives. An important function of the facilities thus developed is to satisfy the day by day needs of urban residents of all ages and economic resources.

A great deal of planning and effort is being exerted to achieve the high standard necessary to create a pleasing environment in urban recreation areas. The burying of power and telephone lines represents one important step in reaching this goal. The maintenance of high standards in health and cleanliness in the administration of swimming pools and other urban play facilities is also important.

Playfields make possible participation in a broad variety of sports. Parks for relaxation and general play and swimming pools are major recreational facilities of the cities. The need for bicycle paths has received little attention in most of Montana's cities. This could well represent a project for city and county joint effort as the trails, to be most interesting, could well extend beyond the city limits.

Examples of potential bike trails might include a trail connecting Helena with the outdoor recreation play complex at the fairgrounds, a bike and walking trail between Butte and Columbia Gardens, and a bike trail to the Giant Springs area at the edge of Great Falls.

Counties are able to contribute to the supply of outdoor recreation opportunities of local and regional significance. Parks and playfields, swimming beaches, as well as camping and picnic grounds are among typical nonurban recreational

developments supplied by counties.

Examples of county projects of special interest in Montana presently include the Lewis and Clark County Fairgrounds, the 10,000 acre park in Hill County on Beaver Creek, as well as the Chief Joseph Park near Harlowton in Wheatland County and a campground development east of Miles City in Custer County.

Budgetary limitations are a serious handicap to county governments in these endeavors.

Role of the Private Sector

The appropriate responsibility of the private sector includes a variety of outdoor recreational activities and services.

In order for the state's total supply of outdoor recreational facilities to be maintained at a uniformly high level of quality, it is essential that private enterprise contribute their share to this responsibility. The private sector is particularly well-suited to undertake such outdoor recreation projects as ski facilities, golf courses, outfitting and guide services, dude ranches, vacation farms, marinas, hunting and fishing camps and shooting ranges. Private enterprise is important in the concession field where contracts are made with a public agency to furnish specific services, often associated with food, lodging and transportation, as well as guiding. Full enjoyment of the recreation experience is dependent in many instances upon the high standards of the goods and services provided by the private sector.

Meeting Levels of Demand

In planning for the amount of recreational resources and facilities to be provided by a given level of government, the source of the demands must be considered--the geographic extent of the base of visitor origin.

Federal Responsibilities

In Montana, many of the outstanding recreational attractions are owned and administered by federal agencies and are of unusual national significance. Consequently, they draw visitation from throughout the United States and foreign countries, both as a result of their innate attraction and as a result of promotion and information on the part of the agencies themselves. While the economic impact of this visitation is desired and is capitalized upon by the private sector, the quantity of visitor use is a matter over which the state has little control. It is beyond the financial capability of the state to attempt to provide fully for the related recreational

opportunities which are desired in connection with a visit to the national parks, forests and wilderness areas.

It is therefore recommended that federal agencies continue to evaluate the supply of recreational facilities in relation to this nationwide base of demand. Not only are complementary facilities needed in relation to the two national park destinations, but also for the destinations in the wilderness areas and other attractions in the national forests. This need could be met by a combination of private development and federal campgrounds in the high impact areas.

Local Government Responsibilities

The level of demand to which local government agencies might orient their supply of facilities will have its origin largely within the boundaries of the respective governmental jurisdictions. The demand will be for those kinds of activities and resources found close to home, including playfields, golf courses, swimming pools and other centers of sports and games facilities. Since weekend and vacation facilities are most often provided by the state and federal governments and since problems of funding will normally be present, it would appear that the first responsibility would be for those neighborhood and community facilities desired and used on a day to day basis.

This does not preclude the provision of nonurban park and recreation facilities by local governments. These facilities could serve the respective county residents, as well as partially satisfy the needs of residents from other portions of the state.

Private Sector Responsibilities

The demands for the good and services of the private sector are closely related to visitor impact resulting from the presence of the two national parks and the nationally significant forest areas. This nationwide base of origin of demand is worthy of continued serious consideration by private enterprise. Both problems and opportunities will be found here in helping to provide for the recreational needs of the resident and particularly the out-of-state visitor.

State Responsibilities

At this time assistance from the state level of government to other levels of government and the private sector will of necessity be confined largely to planning and coordination and to the allocation of federal funds.

As the agency officially designated to prepare the statewide outdoor recreation plan, the State Fish and Game Commission has the responsibility to coordinate actions and planning at all levels of government. This, the commission will continue to do under an expanding program.

Under the terms of the Land and Water Conservation Fund Act, the state may disburse funds only to other state level agencies and to agencies of the local governments. The allocation of funds will continue to be made available in accord with the manner in which project proposals will meet the needs expressed in the statewide outdoor recreation plan.

While there is no direct assistance other than planning and coordination available to the private sector at present, it is recognized that there is a demand for and need of technical assistance. It is recommended that means to satisfy this need be explored.

Summary of Needs by Regions

The following summary of demand, supply and needs is drawn from the tables presented in appendix D. These tables estimate existing requirements and future requirements to 1985. In all categories the demand in 1985 is expected to be greater than in 1970. Therefore, a substantial increase in acquisition of land and development of facilities is indicated. Although design capacities of the facilities inventoried were not available at the time of this writing, future efforts will be directed toward obtaining this information.

Region 1

Swimming--The need for more swimming pool space is evident in Region 1. Although lakes exist in the area, cold water temperatures indicate the need for more pools rather than lake swimming.

Playgrounds--Slightly over one-third of the demand for playfields is being met and this is entirely by local and private sources. Demand is estimated at ninety-three acres and needs at fifty-six acres in 1970. This demand is expected to increase by 1985.

Picnicking--About two-thirds of the demand for picnic tables and acres are estimated to be filled in 1970 which leaves a need for approximately 600 units and eighty acres.

Region 2

Playgrounds--It is estimated that in 1970 the recorded supply of playground acres accounts for only about fifty-five percent of the demand, thus a need for fifty-seven acres distributed through the region exists.

Picnicking--A considerable shortage of picnic units and acreage exists in Region 2 in 1970. Total demand for units is estimated at 2,060 tables while recorded supply is only 570

units. A need for about 200 additional acres, therefore, is evident. Local and private sources provide about one-half of the existing units and one-third of the land area for picnicking.

Region 3

Camping and Trailer Spaces--The popularity of Region 3 for nonresidents is indicated by the estimated demand for camping and trailer spaces. Over one-half of estimated demand comes from nonresidents. A deficit of almost 1,700 spaces is estimated. This deficit will be more critical by 1985 as visitations to Yellowstone National Park increase.

Region 4

Picnicking--Within Region 4 a need for 2,800 picnic units is estimated for 1970. Recorded supply accounts for only twenty-one percent of demand. There is also a need for about 300 acres which is a fifty percent increase.

Camping and Trailer Spaces--In 1970, it is estimated that needs exceed recorded supply by about seventy-two percent for camping and trailer spaces. An additional thirty-five percent increase in acreage is also needed.

Region 5

Picnicking--A need for an additional 1,800 picnic units is estimated for Region 5 in 1970. Existing supply can provide for only twenty percent of the estimated demand. However, an increase of only four percent in acreage is needed.

Camping and Trailer Spaces--It is estimated that existing recorded supply provides for only one-fourth of the 1970 demand for camping and trailer spaces, thus leaving a need for almost 2,500 spaces. A two-thirds increase in acreage is indicated.

Region 6

Picnicking--An increase of fifty percent or over 900 picnic units is estimated to be needed in Region 6 to balance recorded supply and estimated demand. No increase in acreage is needed.

Camping and Trailer Space--An increase of about 2,500 spaces is needed in 1970. Current supply can provide for only twenty percent of estimated demand.

Region 7

Playgrounds--A need for thirty-one additional acres of playgrounds exists. Current supply provides for only about one-half of estimated demand.

Camping and Trailer Spaces--The existing recorded supply for camping and trailer spaces is only seven percent of the 1970 estimated demand. Similarly, a need for about 500 acres exists as current acreage provides only fifteen percent of estimated needs.

General Comments About the Demand, Supply and Needs Tables

Conclusions for specific regions in the state were limited primarily to the evidence gathered for activities involving more commonly accepted standards of measurement, e.g., square feet of swimming area, acres of playfields, camping and trailer spaces, and picnic units, including land requirements. In many cases the data available are of value primarily as indications of the magnitudes involved. The following conclusions are supported by the existing evidence.

Conclusions

1. Three types of outdoor activities in which need appears greatest are (1) playfields, (2) camping and trailer spaces, and (3) picnic units. Accordingly, an additional 200 acres are needed for playfields in 1970. An additional 15,000 camping and trailer spaces are needed along with 2,000 acres. And, finally, a need is apparent for 10,000 picnicking units plus 700 acres.

2. The need for additional swimming pools is not critical. However, individual communities may not now be served with outdoor swimming pools and the distance to other communities with pools may be too great, thus warranting additional construction as the local need is identified.

3. Almost all of the supply of playfields is provided by local governments.

Observations:

1. Because of the additional use which can be made of more outdoor swimming pools by enclosure, flexibility in design which permits a longer season of use should be investigated.

2. There are no apparent readily measurable needs for categories such as pleasure driving, walking, sight-seeing and mountain climbing, although tables indicate calculated needs. However, the ability of persons to enjoy these outdoor activities would be expected to vary according to personal tastes and the areas of Montana within which the necessary resource is available.

3. There is unlimited opportunity to increase the enjoyment of the out-of-doors by the provision of informational material directing visitors to areas of special significance. Such areas may include Indian battlegrounds, old fur trading

posts, ghost towns and unique natural areas. Interpretive and informational signs and displays would add to the interest and understanding of the area and make the trip more enjoyable and meaningful. Family groups particularly would find these experiences very rewarding.



Exploratory travel off main highways can be made especially interesting by self-guided tours. Ruby River open range country. (U. S. Forest Service Picture)

Special Problems and Recommendations

The planning process for the statewide recreation plan brings into focus numerous problems of varying degrees of magnitude. These matters may concern the environment in general, the supply and distribution of facilities, characteristics of recreational use, or extend to such issues as legislation. The following problems and recommendations are gleaned from observations at recreation areas, from comments by residents and visitors and from expressions of concern by personnel in many public recreation agencies. In some instances, problems are opportunities in disguise and the resolution of them should result in a better environment and greater recreation opportunity for all.

Problem

As the general economy of the state expands, there are increasing hazards to areas of quality natural environment. Sectors of the economy such as industry and agriculture, together with intensified recreational use of resources, contain potential for serious damage to the environment.

Recommendation

Plans for economic expansion should include careful consideration of all values, including impact on the natural environment and outdoor recreation opportunities.

Recommendation

The citizens of the state should maintain an informed vigilance and should make known their concern about economic developments which might adversely affect the quality of the environment.

Problem

Dams on major drainages have been found to create significant changes in ecological characteristics and in some cases, have seriously damaged the environmental quality of the areas involved.

Recommendation

A joint study by all involved agencies, federal and state, would be desirable to evaluate the impact of proposed impoundment projects before construction authorization is given.

Recommendation

Funding for study of recreational values and environmental factors to be lost as well as gained should receive equal consideration with funding for other aspects of the project.

Problem

While the impact of out-of-state visitor use is noted throughout the state, it is most heavily concentrated in the areas of Yellowstone and Glacier Parks and along major highway routes. All trends point to vastly greater visitor use in the foreseeable future with accompanying greater demands for outdoor recreation.

Recommendation

All levels of government and the private sector should coordinate in this problem. The regional planning which has been undertaken with reference to Yellowstone and Glacier National Parks should receive support and cooperation at all governmental levels.

Recommendation

Every effort must be made to determine the optimum capacity of visitor use in prime areas and resources. Limiting overnight accommodations in such areas should be given consideration as a means of reducing visitor pressure. A well-planned expansion of facilities in nearby areas should be undertaken.

Recommendation

Attempts should be made to disperse some highway travel to lesser known but equally interesting routes from the recreational point of view. Designation and appropriate signing of scenic roads and byways should be undertaken as a part of this effort.

Recommendation

More areas should be acquired and developed in regions of prime recreation attraction.

Problem

Natural environment areas which formerly were inaccessible due to terrain or to winter conditions are now subject to intensifying vehicular use with resulting damage to the environment and to developed facilities.

Recommendation

Reasonable controls must be placed upon the use of these vehicles to safeguard the resource, and to avoid conflict with other types of recreational experiences in these same areas. Special trails and other facilities should be established for winter vehicular use.

Problem

Weather and climatic conditions of the state shorten the recreation season for many activities and in turn increase the pressure on areas during those periods most amenable.

Recommendation

Where possible, facilities should be planned in such a way that the season of use will be extended and peak pressure, therefore, reduced.

Problem

Many recreationists lack an appreciation of the recreational resources and indulge in thoughtless or irresponsible acts.



Vandalism is one of the most pressing problems in the out-of-doors today. Pattee Creek, near Missoula. (U. S. Forest Service Picture)

Recommendation

An adequately financed conservation education program should be included in the school curriculum in order that an appreciation of the out-of-doors and a responsible attitude can result in a more pleasurable recreation experience for all.

Recommendation

Outdoor recreation skills could be taught in summer programs to enhance the recreational experience.

Problem

Presently a majority of the major recreational developments are located in the western half of the state, although the eastern portion of the state possesses important potential in this regard.

Recommendation

Attention should be given to providing adequate recreation opportunity in all parts of the state. The unique natural resource attractions of the eastern portion of the state should be developed for appropriate recreational use.

Problem

The majority of prime water resources amenable to recreation are found in the western portion of the state.

Recommendation

Effort must be made to develop locally significant water resources in the eastern portion of the state, and to add new water resource areas for recreation where appropriate without changing existing recreational values.

Advantage should be taken of the opportunity for impoundments associated with the construction of highways or secondary roads wherein the fill for the roadbed would provide all or a portion of the dam structure.

Problem

Large amounts of land owned by the state are presently being put to little significant recreational use because of laws relating to lessees' legal responsibilities, particularly in regard to fire control. The potential capacity for visitor use on these lands is also unknown.

Recommendation

Efforts to solve these legal problems, through legislation

and further research, should be encouraged and continued. A study should be made to determine the capacity of these lands for recreation, consistent with the compatibility of recreation and other uses.

Problem

While the interstate highway system will be provided with adequate rest stops when completed, a need will remain for comparable areas associated with secondary travel routes.

Recommendation

State agencies and local governments should be alert to these needs and undertake development where appropriate to their jurisdiction. Efforts should be made to secure and develop sites that will afford recreation opportunity in connection with the rest areas.

Recommendation

The private sector is encouraged to continue to investigate these needs with the objective of supplying overnight camping accommodations associated with the state's travel system.

Problem

Outdoor activities such as bicycling, horseback riding, walking and jogging are made hazardous in urban areas by heavy automobile traffic.

Recommendation

Local government agencies should provide trails or bike-ways designated for the respective activities. Conflicting trail uses such as walking and motorbike riding should be avoided.

Problem

Intensive recreational use has been found to have an adverse effect upon the summer game ranges provided for elk and other big game.

Recommendation

The potential impact of any new road construction into big game summer range areas should be carefully studied before approval of such development is given.

Problem

There is continued loss and deterioration on sites important in Montana's historical heritage.

Recommendation

There should be better enforcement of the Federal Antiquities Act, together with the enactment of legislation safeguarding historic sites on state lands. Public awareness of these hazards must be developed.

Problem

Although most sites provide a broad variety of outdoor recreation, there are areas that because of fragile land types and special values involved, should be limited to specific uses. Examples are wild lands, wild and scenic rivers, as well as certain designated trails and swimming beaches.

Recommendation

Careful studies by appropriate land managing agencies should be accelerated to fully determine the existence of or potential for conflicts between types of recreational use on specific areas to determine administrative procedures for solving these problems.

Problem

Funding for recreation, whether for acquisition and development, or for operation and maintenance, will continue to be a critical problem for the foreseeable future for all levels of government.

Recommendation

At every level of government priority should be given to funding those recreational developments that will provide the most significant and enduring opportunities. Demands for the more specialized recreation facility should be evaluated in relation to needs of the general public for recreation development which is broad in scope.

Recommendation

Close coordination between all public agencies should be encouraged in order to obtain the most effective use of public funds.

Recommendation

A system of long range planning, programming and budgeting should be instituted in all agencies to assure adequate funds at the time of ultimate development.

Recommendation

Funds for operation and maintenance are as important as funds for acquisition and development and therefore,

should be included in the long-range planning, programming and budgeting process.

Problem

The costs of participating in outdoor recreation are increasing due to such factors as distance from visitor origin, method of access, desire for special equipment of various kinds, and occasionally, user fees.

Recommendation

The needs of the low income groups must be evaluated when planning for outdoor recreation. Consideration must also be given to the needs of the less mobile, the aged and the very young and the handicapped when facilities are planned.

Additional General Recommendations

Recommendation--A state level agency or committee should be formed to coordinate with the newly formed Federal Environmental Control Council.

Recommendation--A method of effective communication should be devised to provide an interchange of information between the recreationists and the public agencies engaged in supplying the facilities. Such information should include user preferences and the level of satisfaction experienced by the visitor.

Recommendation--Studies should be made to determine effects resulting from shifts in demand as new resources, facilities and equipment are made available.

Recommendation--Local government agencies should investigate possibilities for supplying access to fishing streams.

Recommendation--Assistance should be made more readily available to local government agencies for purposes of initiating planning programs relative to park and recreation needs.

